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ABSTRACT

This study used field study methodology to identify and describe decision-making processes and leadership behavior at the school-wide level in secondary schools that individualize their educational programs. Indepth interviews, observations of groups and individuals, and analysis of documents were used to obtain the basic data. Two senior high schools and two middle schools were chosen for observation in this study. Decision-making in the schools was analyzed in terms of decision content, stages, involvement, and constraints. Structural, participative, and supportive leadership behaviors were also identified, described, and analyzed. The first chapter includes an introduction to the study, its background, the statement of the problem, and the significance of the study. Chapter 2 includes a description of the design and methodology of the study. The data for each school are presented in chapter 3. Chapter 4 contains a review of the relevant theoretical literature. In chapter 5 the data are analyzed across the schools. Chapter 6 contains an overview of the study, a summary of the major findings and conclusions, and implications for both practice and further research. A bibliography, questionnaire, initial interview schedule, and pertinent forms and letters conclude the study. (Author/MLF)

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Technical Report No. 572

AN ETHNOGRAPHIC STUDY OF THE DECISION-MAKING PROCESSES AND LEADERSHIP BEHAVIOR AT THE SCHOOLWIDE LEVEL IN SELECTED SECONDARY SCHOOLS

by

Jeffrey F. Dunstan

Report from the Project on
Studies of Administration and Organization for Instruction

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February 1981

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The Wisconsin Research and Development Center is a noninstructional department of the University of Wisconsin-Madison School of Education. The Center is supported primarily with funds from the National Institute of Education.

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Abstract

AN ETHNOGRAPHIC STUDY OF THE DECISION-MAKING PROCESSES AND LEADERSHIP BEHAVIOR AT THE SCHOOLWIDE LEVEL IN SELECTED SECONDARY SCHOOLS

Jeffrey Francis Dunstan

Under the Supervision of Professor James M. Lipham

The major purpose of this study was to analyze, describe, and explain the decision-making processes and leadership behavior at the schoolwide level in selected secondary schools that were implementing programs compatible with the objectives of the Wisconsin Program for the Renewal and Improvement of Secondary Education. The data were gathered by means of field study methodology, including interviews, participant observation, and document analysis. The researcher visited each school for approximately two weeks, in two visits separated by a period of approximately seven weeks. The intervening period allowed propositions to be developed concerning significant decisional issues so that decision-making and leadership actions which were exercised in relation to these issues could be analyzed, and the degree of support which they offered the propositions could be determined.

Decision making in the schools was analyzed in terms of decision content, stages, involvement, and constraints. Structural, participative, and supportive leadership behaviors were also identified, described, and analyzed.

The major conclusions of the study were as follows:

1. If principals specify decision involvement and content at each of the decision stages--before the decision, the moment of decision, and after the decision--then responsibilities are clarified and misunderstandings are minimized.

2. If principals specify decision content--mandatory, permissive, or prohibited--for decisional issues, then the credibility of both authoritative and participative decision making is enhanced, and the sequence through decision stages is defined.

3. In relation to decision involvement, authoritative decision making in schools is exercised by the district office, the principal, and the leadership team; participative decision making is exercised by the schoolwide decision-making body, ad hoc committees, and the faculty.

4. Increased interaction between personnel from the district office and school staffs is desirable, particularly in making personnel decisions.

5. The principal is the most significant single influence in schoolwide decision making.

6. Although teachers generally look to the principal as the authority on schoolwide issues, they appreciate the operation of a balanced leadership team.

7. The role of schoolwide decision-making bodies in participative decision making is affected substantially by the degree of support on the part of the principal.

8. When ad hoc committees with clearly defined parameters are established, with membership based on relevance, interest, and expertise, decision involvement by the faculty is enhanced and recommendations are developed by those close to the point of implementation.

9. Balance between authoritative and participative decision making is constrained by such factors as principals' attitudes, the hierarchical structure, role perceptions, and communication patterns.

10. Structural, participative, and supportive leadership behaviors of the principal are essential for effective educational decision making.

Based on these conclusions, several implications for practice and further research were suggested.

APPROVED: James M. Lipham

DATE: January 6, 1981

CHAPTER I

INTRODUCTION TO THE STUDY

Responsible institutions assimilate into their modes of operation emerging insights and practices which have been demonstrated as being effective in enhancing goal achievement. Thus, administrators in a number of secondary schools have introduced opportunities for shared decision making at both schoolwide and instructional levels. Justification for such action may be found in the emphasis on changed administrative arrangements and the organization for instruction and advising in secondary schools, as expressed in ten comprehensive and enabling objectives of the Wisconsin Program for the Renewal and Improvement of Secondary Education (Klausmeier, Lipham, & Daresh, 1980) (Appendix A). The sharing of planning and decision making with persons who must implement or who will be affected by the decisions that are made is a primary objective if secondary schools are to be improved.

Knowledge of the structures, processes, and behaviors involved in decision making in elementary schools using the system of Individually Guided Education (IGE) was significantly expanded by Holmquist (1976), Wright (1976), Moyle (1977), and Kawleski (1977). Subsequently, Watkins (1978), Speed (1979), Thierbach (1980), and Flannery (1980) undertook studies of the decision-making processes in secondary schools with a view toward developing a body of theory and implications for practice. None of these studies, however, analyzed the specific decision-making processes and associated leadership behavior utilized at either schoolwide or instructional levels in secondary schools that individualize instruction. Moyle (1977) and Kawleski (1977) conducted companion studies at schoolwide and instructional levels in IGE elementary schools. The differing needs and additional complexities of secondary schools, however, provide justification for this study at the schoolwide level, and a companion study by Rankin (1981), undertaken simultaneously at the instructional level in the same secondary schools. Thus, the basic purpose of this study was to analyze, describe, and explain the decision-making processes at the schoolwide level in selected secondary schools that individualize instruction. Since decision making occurs within the hierarchical structure of the school, however, leadership behavior was also basic to the study.

Field study methodology was used in this and its companion study (Rankin, 1981). Both studies were undertaken through the Wisconsin Research and Development Center for Individualized Schooling (R and D Center) at the University of Wisconsin-Madison. The background of the study, the statement of the problem, the significance of the research, and an overview of the study follow.

Background of the Study

Until 1977, the staff of the R and D Center focused its efforts on developing a system of individually guided education (IGE) in elementary schools. IGE was introduced as an alternative form of schooling and was adopted by over 2,000 elementary schools throughout the United States.

An extension of the principles of IGE to secondary schools was initiated at the R and D Center in the winter of 1977. Klausmeier (1977) developed a set of process objectives which were presented for discussion to a conference of secondary school personnel. Reactions of the participants to the desirability and feasibility of implementing the process objectives were sought. In addition, studies were conducted by Maier (1978) and Thomas Klausmeier (1978) in five senior high schools and six junior high and middle schools to investigate the desirability and feasibility of implementing the process objectives. Both studies clearly revealed a high level of desirability, but variable levels of feasibility in implementing individualized schooling. Subsequent researchers investigated the nature of facilitative environments (Daresh, 1978); the process of planned change (Neiner, 1978); the decision-making processes utilized in secondary schools (Watkins, 1978); decision participation and staff satisfaction in middle and junior high schools (Speed, 1979; Thierbach, 1980; Flannery, 1980);

and administrative organization, processes, and behavior in innovative senior high schools (Artis, 1980; Brittenham, 1980; Zimman, 1980). Of particular relevance to this study were the findings and implications for research identified by Watkins (1978) and Speed (1979). Both researchers noted the need for further investigation of decision processes, structures, and behavior at schoolwide and instructional levels to facilitate the development of appropriate administrative and organizational structures for individualized secondary education. This study and the companion study by Rankin (1981) were logical extensions of the above thrusts and studies.

Statement of the Problem

The purposes of this study were to examine the decision-making processes at the schoolwide level and to identify the strategies used by schoolwide decision-making bodies in formalizing and implementing decisions throughout the school. The following questions concerning the operation of schoolwide decision-making bodies were investigated within the framework of the six stages of rational decision making outlined by Lipham and Speed (1979):

1. Identifying the nature of the problem
    a. What decisional issues are appropriate for consideration at institutional, schoolwide, and instructional levels?

   b. By what means are decisional issues included on the agendas of decision-making groups?

   c. Who allocates decisional issues to each individual or group?

2. Clarifying and defining the problem

   a. What techniques are used to define issues?

   b. Who is responsible for ensuring that issues are defined effectively?

3. Formulating and weighing alternatives

   a. How are the interests of the staff utilized?

   b. How is staff expertise utilized?

   c. To what extent is the desire of staff for greater involvement in schoolwide decision making able to be satisfied by utilizing their interest and expertise in formulating and weighing alternatives?

   d. What strategies are used successfully by schoolwide decision making bodies to formulate and weigh alternatives?

4. Making the decision choice

   a. What is the effect of continuous membership, sex of members, representation of unit leaders, size of the group, length of service, and political influence on the decision-making process of the schoolwide decision-making body?

b. What external factors influence the decision-making process of the schoolwide decision-making body?

c. What method of decision making is employed?

d. Which decisional issues require considerable time to resolve?

5. Implementing the decision solution

a. How are decisions of the schoolwide decision-making body communicated within the school? What makes such communication effective?

b. What strategies are used to achieve commitment to the decisions made?

c. What other actions follow decisions of the schoolwide decision-making body? Are any barriers to prompt implementation of the solution discernable?

6. Evaluating the effectiveness of the decision

a. Which formal or informal procedures are used to evaluate outcomes of decisions of the schoolwide decision-making body?

In his consideration of nonrational decision making, Speed (1979, p. 158) noted,

> It is quite clear that organizations are in a constant state of flux, not stable or unchanging; that the role of the administrator is not fixed and invariable; that being an administrator is largely a political position; and that ethical considerations are an important aspect of the decision-making process.

The current study addressed such influences but without prescriptive questions. Responses of participants were used to determine the directions and boundaries of inquiry in the spheres of both rational and nonrational decision making. Leadership exercised by members of schoolwide decision-making bodies was analyzed when and where it impinged on decision-making processes.

Significance of the Study

This study used field study methodology to investigate the decision-making processes and leadership behavior that occurred in two middle schools and two senior high schools that provide for individualized schooling. The study was deemed significant for a number of reasons.

1. Insights were sought regarding the operation of schoolwide decision-making bodies in secondary schools.
2. Leadership behavior of members of the administrative team, participants in schoolwide decision-making bodies, and other persons of influence in secondary schools were identified and described.
3. Understandings of decision theory and leadership theory were examined and extended.
4. Arising from the behavior described, insights gained, and theoretical understandings examined and extended, implications for practice in secondary schools were suggested.

5. The findings were seen as relevant to refining the Wisconsin program for the renewal and improvement of secondary education--particularly in relation to the need for changed administrative arrangements and the organization for instruction and advising.

Overview of the Study

This chapter included an introduction to the study, the background of the study, the statement of the problem, and the significance of the study.

Chapter II includes a description of the design and methodology of the study. The data for each school are presented in Chapter III. Chapter IV contains a review of the relevant theoretical literature. In Chapter V the data are analyzed across the schools. Chapter VI contains an overview of the study, a summary of the major findings and conclusions, and implications for both practice and further research.

CHAPTER II

DESIGN AND METHODOLOGY

The design and methodology of the study are presented in this chapter in six sections: the rationale for the methodology utilized, the selection of schools, descriptions of the selected schools, a description of the data collection method, a delineation of the data analysis process, and limitations of the study.

Rationale for the Methodology Utilized

This study used field study methodology to identify and describe decision-making processes and leadership behavior at the schoolwide level in secondary schools that individualize their educational programs. In-depth interviews, observations of groups and individuals, and analysis of documents were used to obtain the basic data.

This study was one of two companion studies undertaken during the period February through May, 1980. Rankin (1981) simultaneously investigated decision-making processes and leadership behavior at the instructional level in secondary schools that individualize their educational programs.

A field study is a qualitative methodology; it is an ex post facto scientific inquiry "aimed at discovering the relations and interactions among sociological, psychological, and educational variables in real social structures" (Kerlinger, 1973). Of the two types of field studies identified by Kerlinger, exploratory and hypothesis testing, this study was exploratory. It therefore had three purposes: "to discover significant variables in the field situation, to discover relations among variables, and to lay the groundwork for later, more systematic and rigorous testing of hypotheses" (Kerlinger, 1973). Thus, future theory building in decision making and leadership evolved from the identification of variables and the relationships between them in this exploratory study.

Wilson (1977) stressed that human behavior is complexly influenced by the context in which it occurs--"any research plan which takes the actors out of the naturalistic setting may negate those forces and hence obscure its own understanding"--and that human behavior often has more meaning than its observable facts--"a researcher seeking to understand behavior must find ways to learn the manifest and latent meanings for the participants and must also understand the behavior from the objective outside perspective." Thus, the field study researcher is trying to develop rational explanations of human action. Wehlage (1978) noted the researcher's interest in "developing generalizations which describe what people think and hence, given their perception of reality, why they act the way they do."

This study, therefore, used field study methodology, including participant observation, interviews, and document analysis, to analyze, describe, and explain decision making and leadership at the schoolwide level in selected secondary schools engaged in efforts to individualize their educational programs.

Selection of Schools

Two senior high schools and two middle schools were chosen for this study. All four schools had been associated with the R and D Center in the program for the renewal and improvement of secondary education; they had been involved in making major decisions to alter programs to individualize instruction; and they were working toward implementing the ten comprehensive and enabling objectives for the renewal and improvement of secondary education (Klausmeier, Lipham, & Daresh, 1980). In addition, it was important to this study that each school have in place an active schoolwide decision-making body. This study was part of a broader study planned by the staff of the R and D Center with the four selected schools. That involvement included close collaboration with curriculum and learning theorists; extends over a four-year period of time; utilized a blend of empirical survey and field methodology techniques; continually provided the schools with meaningful feedback; and systematically monitored subsequent changes through time (Lipham, 1980).

In the fall of 1979 each of the four schools participated in an empirical survey relating to decision involvement, leadership assessment, and job satisfaction. The survey questionnaire was administered by this researcher and a companion researcher, thus providing an initial orientation to the four schools.

The willingness of the four schools to participate in both the empirical survey (administered in the fall of both 1979 and 1980) and the field study research was confirmed by the two researchers after initial agreement was reached at a conference held at the R and D Center in July, 1979. One of the middle schools and one of the senior high schools are in the same school district in a suburban area adjacent to a large city; the second senior high school is located in a closely settled rural environment; and the second middle school is an urban school in a large school district.

Descriptions of the Selected Schools

This section contains descriptions of the four selected schools. The narrative description for each school includes an overview of the school and community background, administrative arrangements, and the organization for instruction.

Organizational charts (Table 2.1 and Figures 2.1 through 2.4) provide essential background information regarding the schools in the study.

TABLE 2.1

BACKGROUND INFORMATION ON SCHOOLS IN THE SAMPLE

	School A	School B	School C	School D
Location	Urban	Suburban	Rural	Suburban
Type of School	Junior H. S.	Junior H. S.	Senior H. S.	Senior H. S.
Enrollment	900	700	750	1,250
Grade Levels	6, 7, 8	6, 7, 8	10, 11, 12	9, 10, 11, 12
Administrative Team	Principal 2 Asst. Prin. Curriculum Coordinator	Principal Dean of Students Instructional Consultant	Principal 2 Assoc. Prin.	Principal 2 Asst. Prin. Local Vocational Education Coordinator (LVEC)
Number of Staff	65 22 aides	42	44	80
Student Day	8:25 - 2:40	7:45 - 2:45	8:30 - 3:10	7:40 - 2:40
Teacher Day	8:00 - 3:33	7:45 - 3:30	8:00 - 4:00	7:25 - 3:25
Name of School-Wide Decision-Making Body (SWDMB)	Instructional Improvement Committee (IIC)	Faculty Advisory Committee (FAC)	Cabinet	Educational Improvement Committee (EIC)
Meeting Time of SWDMB	Wednesday, 7:45 a.m. weekly	Monday, 3:00 p.m. weekly	Exec. Committee Tuesday 10:00 a.m. weekly	Irregular. Convened when necessary.
Communication of Action of SWDMB	Minutes Verbal Recording tape	Verbal	Minutes Verbal	Minutes
Organization for Instruction	9 I & A units 3 Support units	8 I & A units Support team Allied arts team	Broad Fields Career clusters	12 I & A units Success Through Alternative Education (STAE) Traditional
Other Meetings at Schoolwide Level	Admin. meeting	Admin. meeting	Admin. meeting Curriculum Committee Faculty meeting	

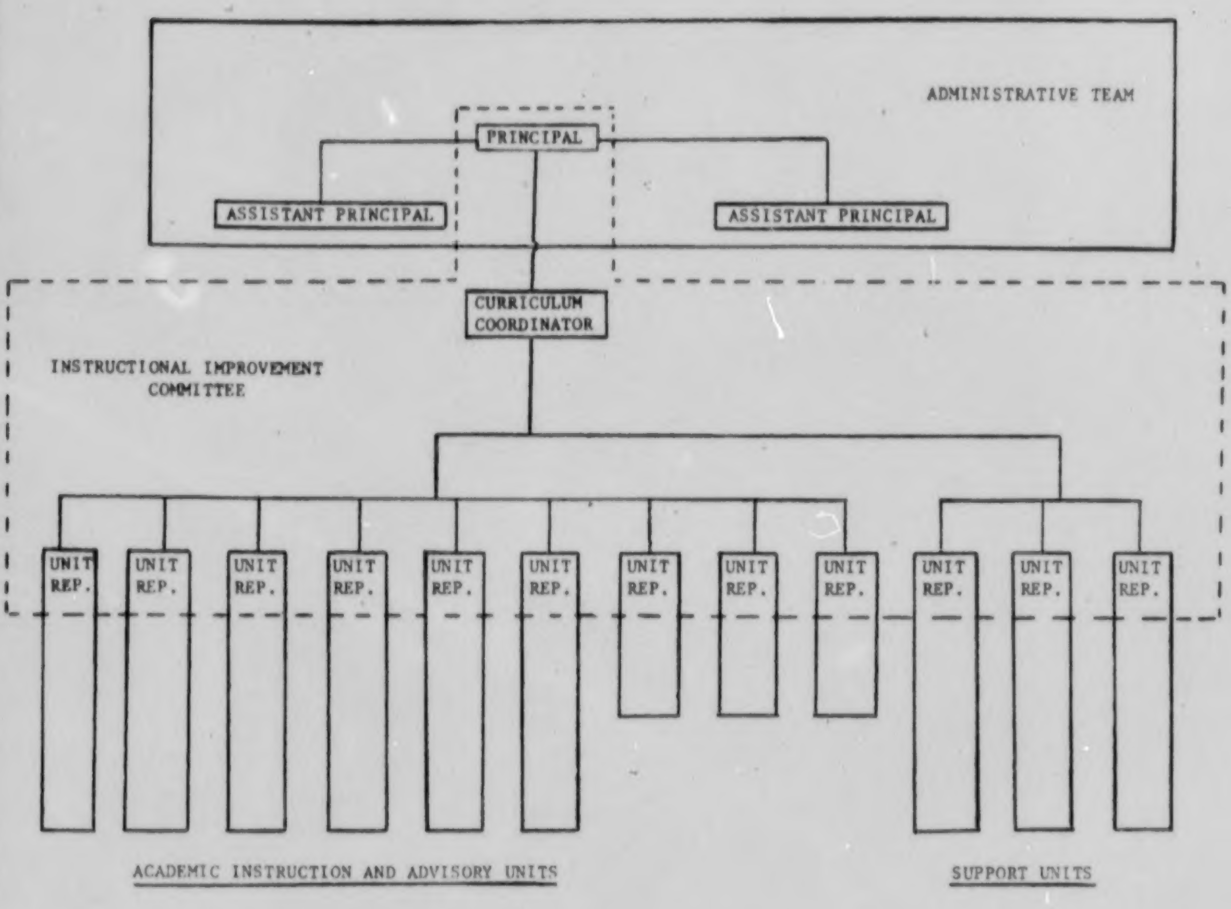

ADMINISTRATIVE TEAM
PRINCIPAL
ASSISTANT PRINCIPAL
ASSISTANT PRINCIPAL
CURRICULUM COORDINATOR
INSTRUCTIONAL IMPROVEMENT COMMITTEE
UNIT REP.
UNIT REP.
UNIT REP.
UNIT REP.
UNIT REP.
UNIT REP.
UNIT REP.
UNIT REP.
UNIT REP.
UNIT REP.
UNIT REP.
UNIT REP.
ACADEMIC INSTRUCTION AND ADVISORY UNITS
SUPPORT UNITS

Figure 2.1. Administrative Arrangements at School A.

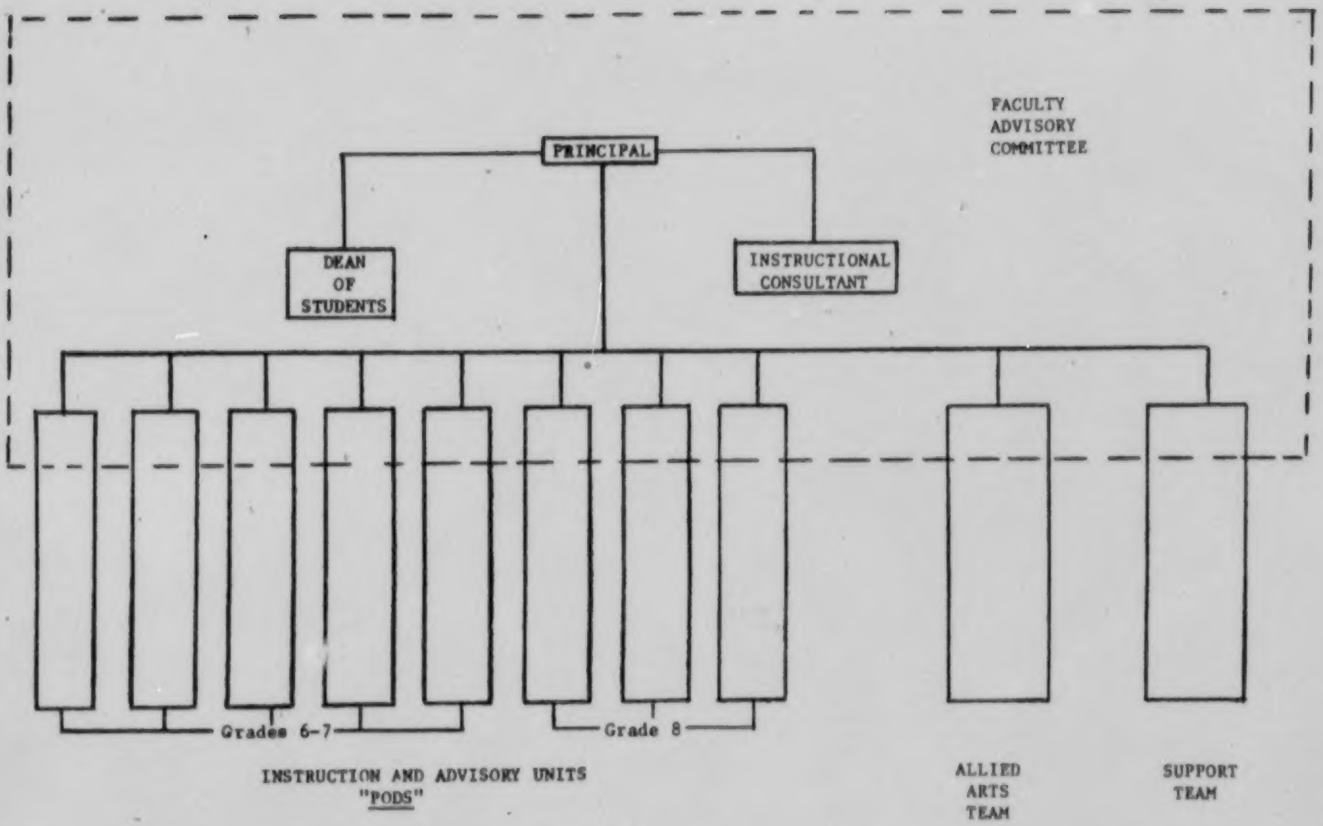

FACULTY
ADVISORY
COMMITTEE
PRINCIPAL
DEAN
OF
STUDENTS
INSTRUCTIONAL
CONSULTANT
Grades 6-7
Grade 8
INSTRUCTION AND ADVISORY UNITS
"PODS"
ALLIED
ARTS
TEAM
SUPPORT
TEAM

Figure 2.2. Administrative Arrangements at School B.

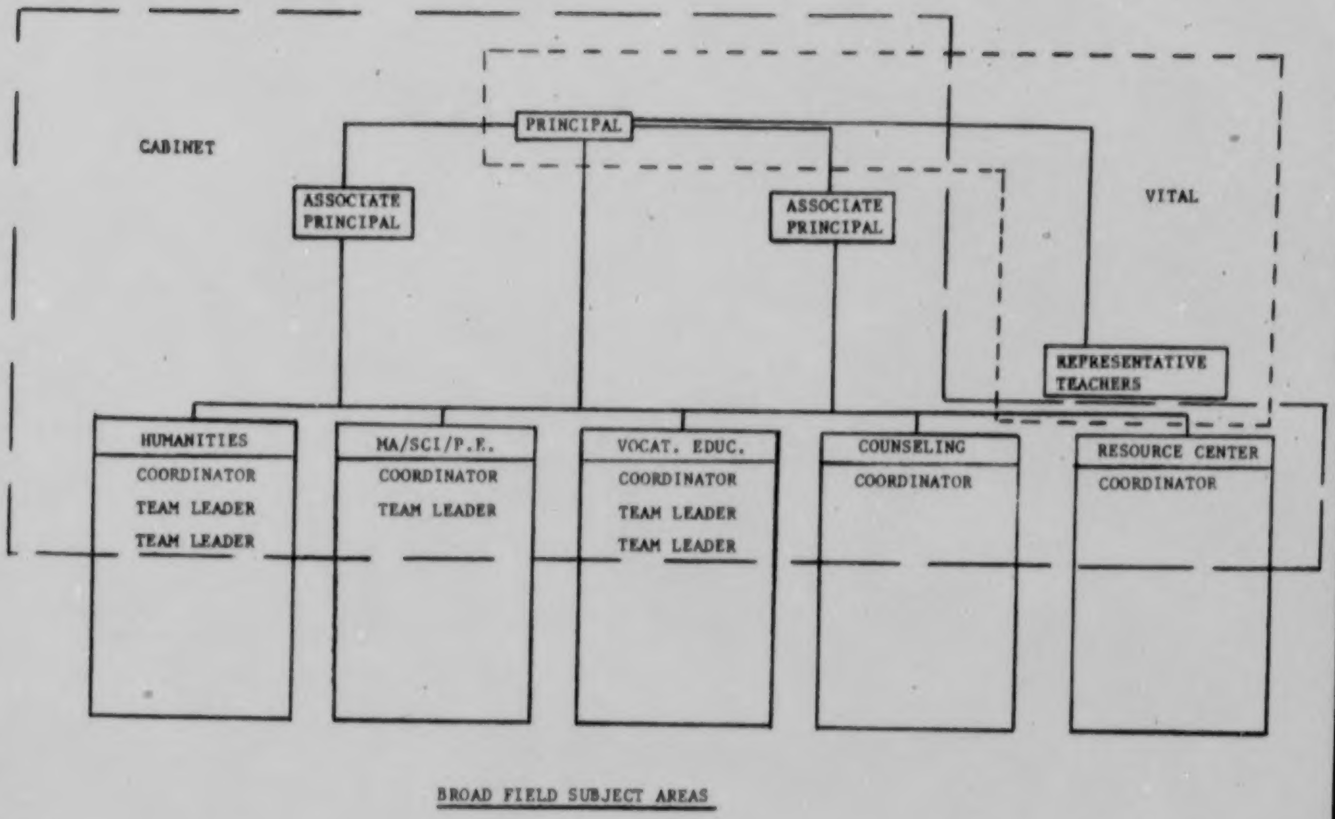
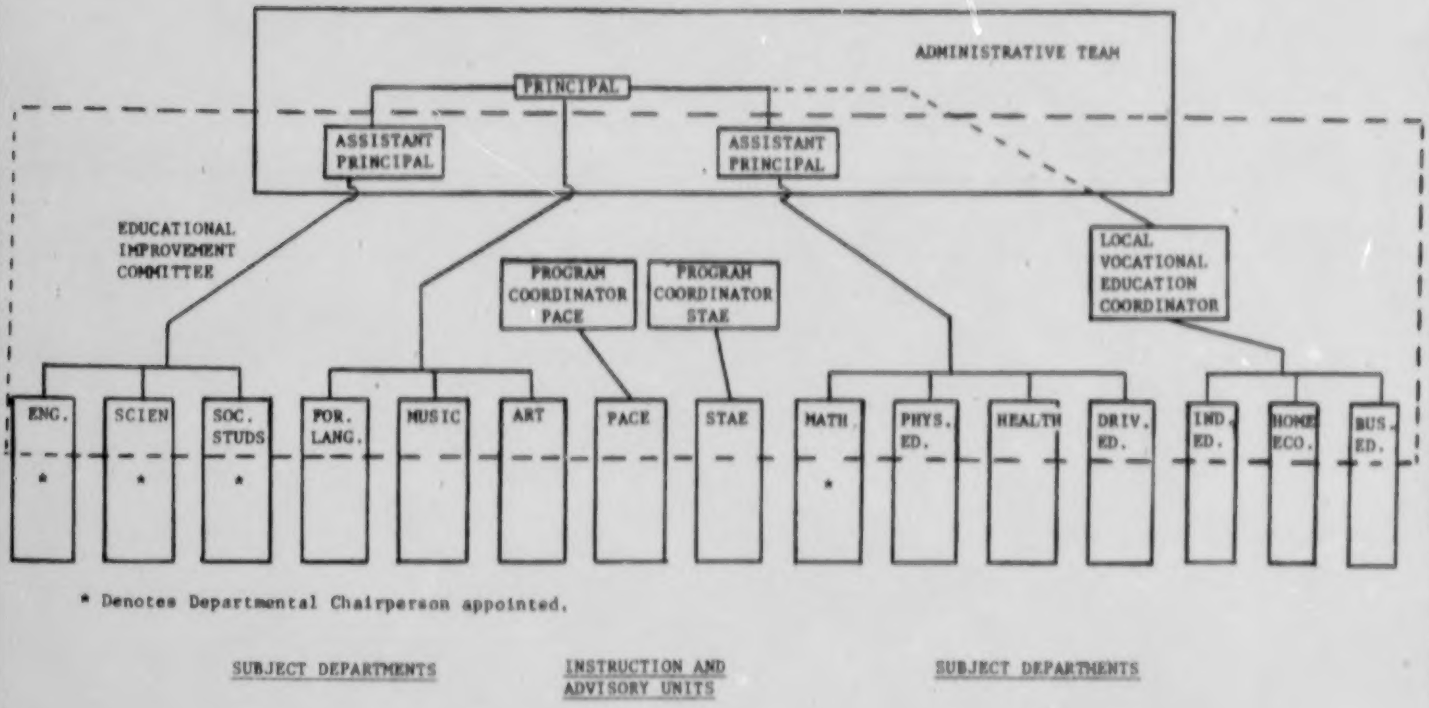

CABINET
PRINCIPAL
VITAL
ASSOCIATE PRINCIPAL
ASSOCIATE PRINCIPAL
REPRESENTATIVE TEACHERS
HUMANITIES
COORDINATOR
TEAM LEADER
TEAM LEADER
MA/SCI/P.E.
COORDINATOR
TEAM LEADER
VOCAT. EDUC.
COORDINATOR
TEAM LEADER
TEAM LEADER
COUNSELING
COORDINATOR
RESOURCE CENTER
COORDINATOR
BROAD FIELD SUBJECT AREAS

Figure 2.3. Administrative Arrangements at School C.


ADMINISTRATIVE TEAM
PRINCIPAL
ASSISTANT PRINCIPAL
ASSISTANT PRINCIPAL
EDUCATIONAL IMPROVEMENT COMMITTEE
PROGRAM COORDINATOR PACE
PROGRAM COORDINATOR STAE
LOCAL VOCATIONAL EDUCATION COORDINATOR
ENG. *
SCIEN *
SOC. STUDS *
FOR. LANG.
MUSIC
ART
PACE
STAE
MATH *
PHYS. ED.
HEALTH
DRIV. ED.
IND. ED.
HOME ECO.
BUS. ED.
SUBJECT DEPARTMENTS
INSTRUCTION AND ADVISORY UNITS
SUBJECT DEPARTMENTS

* Denotes Departmental Chairperson appointed.

Figure 2.4. Administrative Arrangements at School D.

School A

School and Community Background. School A, an urban school in a large city, enrolls approximately 900 students in grades 6, 7, and 8. Until the early 1970s, the school enrolled 1,300 college-bound, high socioeconomic level, white students. Following a turbulent transition period, the enrollment has now stabilized at 55 percent black, 10 percent hispanic, and 35 percent white students, with wide ranges of socioeconomic level and intellectual ability represented. The school was the first in this urban district to exclude grade 9 and to introduce grade 6 into its structure. The school achieved this change so successfully that it became the prototype for middle school development in the district. During the period of transition, the school benefited from staff stability. Many of the teachers have been on the school staff for periods in excess of ten years.

The school is housed in a traditional multistoried building erected in 1929. That fact has not impeded the staff's determination to arrange for cooperative planning and individualized instruction.

Administrative Arrangements. The principal and two assistant principals comprise the administrative team. They meet weekly to consider issues which arise from the Instructional Improvement Committee (IIC) or which are related to their responsibilities for student personnel services, scheduling, data processing, or other concerns.

The curriculum coordinator accepts responsibilities for curriculum planning, implementation, and evaluation in the academic and support units. He works closely with teachers in the instruction and advisory units (I and A units) and in the support units, and with members of the administrative team. The IIC is the major decision-making body at the schoolwide level. It comprises representatives from each of the I and A units and the support units, the principal, curriculum coordinator, teacher union representative, teacher aide representative, and student representative. Under the chairmanship of the principal, the IIC meets each Wednesday at 7:45 a.m. to make decisions on schoolwide issues.

No decisions are made by the IIC unless the decisional issue has first been referred to the staff for consideration. The form of referral varies. Surveys, establishment of subcommittees, and referral to teachers in I and A units and support units by representatives are utilized so that full staff participation is invited prior to schoolwide decisions being finalized. The agenda of the IIC is open. All staff members are encouraged to use the committee as a forum for the resolution of schoolwide issues.

Communication to staff of the outcomes of IIC meetings is prompt and thorough. Representatives present verbal reports to unit planning meetings, comprehensive minutes are distributed to all staff within one or two days of meetings, and a taped recording of the meeting is available for use.

Full faculty meetings are coordinated by the IIC, but they are not used for information sharing, policy discussion, or decision making. They are deliberately socially oriented. They are public relations, morale building, informal occasions, with staff from one of the I and A units or support units accepting responsibility from the IIC for the planning.

"This Week" is a bulletin issued weekly by the administrative team for staff information. It supports the IIC minutes by ensuring open communication on all current events and concerns. The principal's firm policy further supplements this attitude of openness.

The relationship between School A and its district office is generally positive. Staff respond warmly to this awareness, in the belief that the relationship will enhance the school's interests in districtwide decisional issues.

The administrative arrangements at School A are planned to ensure that administrators, unit representatives, teachers, students and others participate in decision making, and are well-informed on schoolwide policies and practices.

Organization for Instruction. The organization for instruction is based on nine I and A units, six of which consist of approximately 60 students and two teachers with teacher aide support. These teachers are responsible for the students' instruction in English, reading, mathematics, science, and social studies. In addition to the nine I and A units, there are three units consisting of specialist teachers in physical education, industrial arts, home economics, art, and music, as well as teachers of special education. These teachers consult regularly with I and A unit teachers regarding students' programs and progress.

The instructional program of the school is planned and conducted by the staff of the I and A units and the specialist units who work cooperatively in interdisciplinary teams. Each teacher has an individual daily preparation period; teachers of each unit have an additional joint planning period each day. The team planning period is devoted to matters dealing with instructional techniques, resources, and student issues. Planning periods frequently include a visit to the unit by the principal, assistant principals, curriculum coordinator, counselors, parents, or other resource personnel. This enhances cooperative planning and open communication.

Unit leaders are not appointed by the administrative team. Units select their own leaders, for a minimum period of nine weeks, with leadership rotating through the group.

Because of the fewer number of staff in specialist areas, it has not been possible to include them in academic units with other teachers. They have tended to maintain, therefore, a traditional subject orientation.

An Exploring class meets during the last period of each day. All students in grades 6, 7, and 8 elect five different activities for six-week periods of time throughout the year, leaving one six-week period free for activities planned within the academic unit itself. The activities range from chess, "girl talk," shorthand, Spanish, acrobatic dancing, humor and comedy, stitchery fun, bicycle safety, to adventures in mathematics. The specific activities offered each year reflect student and teacher interests.

The organization for instruction at School A provides decision-making opportunities for staff at the unit level, maximizes individual programming possibilities to meet the needs of students, and encourages cooperative planning by teachers and students.

School B

School and Community Background. School B is located in a suburban community 15 miles north of a large midwestern city. The community has a small business district, but most residents are employed in the neighboring urban center. The socioeconomic status of the residents is mainly middle class. There is a tendency to upward mobility. There are virtually no minorities in the school district.

School B is a middle school which enrolls 680 students in grades 6 through 8. It is the only middle school in the district, which also includes three elementary schools and a senior high school. The district is experiencing declining enrollments at all grade levels. Some staff reductions and transfers have occurred as a result.

When School B opened in 1973, it replaced the junior high school. The new building implemented a philosophy, curriculum, and instructional arrangements which had been formulated during the previous five years. The philosophy is based on the belief that every individual student has the potential for developing academically, socially, and creatively.

Administrative Arrangements. The administrative arrangements at School B incorporate a leadership team and the Faculty Advisory Committee (FAC). The principal is the only certificated administrator in the school. His role is to coordinate and manage the operation of the school and to create an environment wherein staff members have the opportunity to provide quality instruction to students.

The leadership team includes the principal, the dean of students, and the instructional consultant. The latter two individuals assist the principal with his duties and support the instructional staff. Only the principal has staff supervisory duties.

The dean of students is responsible for guidance and other pupil services. He is a guidance counselor who works consistently with teachers and students. He serves as an organizer and coordinator of class scheduling, the testing program, student records, student activities, and the counseling program.

The instructional consultant serves as the communication link between the principal and other staff members and coordinates curricular offerings and instructional materials between teachers and units. Other responsibilities of the instructional consultant include assisting with the diagnosis of student needs, planning special units of instruction, initiating curricular innovations, and assisting in the evaluation of student and program progress.

The FAC comprises one member from each academic team, two members of the allied arts team, the guidance counselors, and the three members of the leadership team. It meets weekly to disseminate information to the staff and involve the staff in decision making on matters related to the daily operation of the school.

Organization for Instruction. The school is structured into eight academic units, which are referred to as "pods." Each pod comprises from 80 to 105 students and a team of three to four teachers. Five pods are made up of sixth- and seventh-grade students, while three include only eighth-grade students. Staff of the pods each teach their own specialty, either science, mathematics, or language arts. All pod teachers teach social studies and reading cooperatively.

The primary functions of the teachers in each pod are to plan instructional programs appropriate for individual students and to teach, advise, and evaluate students. The staff of each pod decides the use of time, facilities, and materials. Grouping of students is also a team decision. There are no permanent team leaders. Responsibility is shared between the tasks of representative to the FAC, team recorder, and pod council advisor. Formal weekly meetings are held with the instructional consultant and a guidance counselor to discuss student personnel, instructional, and curricular concerns. Minutes of pod meetings are kept by the team recorder and given to the principal. A daily two-hour block of time exists for teachers to plan lessons, conduct meetings, hold parent conferences, or conduct other school affairs. Each pod is housed in a separate area of the building. The large open area and movable furniture allow teachers to utilize different groupings for instruction, including large-group, small-group, and individual study.

In addition to the pods, an allied arts team consisting of 12 staff teaches industrial arts, music, art, home economics, and physical education to all students. The support team comprises two guidance counselors, a half-time reading consultant, a librarian, and three resource teachers of learning disabled and emotionally disturbed students. The guidance counselors, together with the dean of students, divide counseling duties. Each counselor works with teachers and students from three pods and the dean of students works with the remaining two pods.

Each teacher in a pod serves as an advisor to some of the students of the unit. Members of the allied arts team and the support team also advise some students of each unit. The teacher-advisor program focuses on human development activities. The teacher-advisors meet with their advisees on Mondays during the last 15 minutes of the day and on Thursday mornings for 30 to 60 minutes. Whole-group, small-group, and individual activities during these sessions include goal setting, decision making, values clarification, career awareness, and other personal development activities.

All students take courses each semester in mathematics, language arts, reading, social studies, science, and physical education. Students in the sixth and seventh grades take one semester each of art, home economics, industrial arts, and music. Students in the eighth grade elect two courses in allied arts each semester. Grading is on a traditional A to F system with an "above," "at," or "below" grade level designation.

Scheduling of classes is fixed for the allied arts teachers at 40 minutes per period. Academic instructional time is flexible and is determined by the pod teachers to fit instructional needs.

School C

School and Community Background. School C is located in a rural district with the major town having a population of approximately 5,000. The economy consists primarily of agriculture and lumbering. Since the school is the only high school in the district, the socioeconomic levels of the students range from the low incomes of farm workers to the wealth of farm and processing plant owners. The minority population is very small.

School C opened in the fall of 1970, providing one central building facility for the high school students in the district. The school is a senior high school enrolling 750 students in grades 10 to 12. The staff consists of the principal, two associate principals, three guidance counselors, and approximately 45 teachers. The school district contains two junior high schools and four elementary schools. Enrollment at School C is declining slightly, but staffing reductions have been handled by natural attrition.

Administrative Arrangements. The administrative arrangements at School C incorporate a structure whereby staff and students can provide input, either directly or indirectly, to those decisions which are relevant to them and in which they are interested. The administrative arrangements include the leadership team, the schoolwide decision-making body (cabinet), cabinet's executive committee (the coordinators' meeting), and the curriculum committee (VITAL).

The leadership team consists of the principal and the two associate principals. The principal is responsible for the management and overall operation of the school. All personnel actions, including teacher evaluations, are the responsibility of the principal. One associate principal is in charge of student activities and discipline; the other oversees building operations and scheduling. The two associate principals divide the responsibility for curriculum supervision between subject areas.

The schoolwide decision-making body is called the cabinet. The cabinet, which meets frequently at the beginning and end of each school year, consists of the principals, area coordinators, and team leaders. It has policy-making, coordination, and managerial decision-making responsibilities in all functional areas of the school's program.

The coordinators' meeting comprises the leadership team and the area coordinators and it meets weekly. This group reviews decisions made by the cabinet, makes decisions which do not require full cabinet consideration, and sets agendas for future meetings of the full cabinet. A major responsibility of this group is to ensure that the school's philosophy regarding individualized instruction and continuous progress is implemented.

VITAL comprises the principal and nine representative teachers from various curricular areas, usually the team leaders. The function of this group is to deal with all changes in the curriculum.

Organization for Instruction. The staff is organized into five areas: Mathematics/Science/Physical Education, Humanities, Vocational Education, Counseling, and the Resource Center. Each area is headed by a coordinator. If there are four or more teachers of the same subject in a curricular area, a team leader is named to coordinate subject area concerns and assist the area coordinator. Each area is located in a different section of the building. The instructional spaces may be separate classrooms, large open areas divided by movable partitions, or corners of the large IMC.

The responsibilities of the coordinator include assigning teaching duties to teachers, coordinating the use of instructional space within his or her area, reviewing and recommending action on proposed new learning units before submitting them to the principal for approval, compiling budget requests, allocating funds for supplies, observing teachers for input on evaluation, and completing administrative "paper work." Area meetings are held infrequently.

Team leaders assist the coordinators and carry out many responsibilities delegated by the coordinators. They arrange and chair subject area meetings concerning departmental issues, such as curriculum or resource materials. The team leader is a link between the coordinator and the departmental teachers. Team meetings are called when deemed necessary.

Coordinators receive an additional 15 percent of their teaching contract salary. They spend an additional 20 days of work each year in fulfilling the duties of their positions. An extra planning period is provided for coordinators as a common meeting time and as an opportunity to accomplish the additional tasks of the position. Team leaders also work an additional 20 days each year and receive an additional 10 percent of their base pay. They are not provided with the extra planning period. Both coordinators and team leaders must apply for their positions yearly. The final selection is made by the principal.

Each teacher and counselor is assigned a group of 15 to 20 students for advisory purposes. The advisor, called a guide, meets weekly with his or her guide group of students at regularly scheduled times twice for 30 minutes and three times for 10 minutes. The guide assists students with the scheduling of courses and learning units, monitors their academic progress, and serves as the contact person between the parents and the school. In general, the guide is the one adult in the school who knows individual students in his or her guide group as total human beings. Students with problems which fall beyond the expertise of an individual guide are referred by the guide to a guidance counselor. Each of three counselors coordinates the activities of one-third of the guides and their advisees and is also responsible for any additional counseling needed by the students. The coordinator of the guidance area participates in all meetings of the cabinet and the coordinators to ensure that the concerns of the students are heard and that the other four areas of the school are informed of the guidance program and activities.

All teachers, in addition to their advisory responsibilities as guides, have instructional responsibilities for five periods. One period is provided for teaching preparation or other related activities.

At the time the new building was opened, a system of schooling was implemented to meet the educational needs of the individual student. Each school day is divided into six instructional periods, each period lasting 55 minutes. One-tenth of a credit is given for successful completion of a unit of study of three weeks' duration. Grades range from A to C, depending upon the evaluation by the teacher of the student's responsibility and quality of performance. The scheduling of units of study of three weeks' duration is flexible. Depending on the particular subject, a student may complete either one unit or a series of units embracing up to an entire year's work.

The curriculum at School C is comprehensive, providing opportunities for college preparation, vocational-technical training, and work experience. There is a core curriculum of communication skills, health and physical education, personal finance, driver education, and social science required of all students. In addition to taking the required core courses, students select a group of courses which have been organized to encourage students to set career goals and then to achieve the knowledge, skills, and attitudes which are thought helpful or necessary to achieve their goals. The selection of the particular group of courses determines the curricular offerings the student will take. That choice is made jointly by the student, counselor, guides, and parents, usually in the ninth-grade year. Needs of individual students are accommodated by the varied course selections and by arranging instruction appropriately within each course.

The curricular arrangement at School C is currently under revision, changing from the groups of career-related courses to an individualized educational program worked out for each student by the student, counselor, guide, and parents. This is but one of the refinements and revisions the school has adopted to improve the school's instructional program.

School D

School and Community Background. School D is a suburban senior high school situated 25 miles from a large city in the Midwest. The school offers instruction in grades 9 through 12 to approximately 1,250 students, most of whom come from white, middle- to upper-middle class backgrounds. The school district contains three elementary schools, one middle school, and one senior high school.

In September, 1974, a study committee comprising high school teachers, parents, students, and administrators was established to examine the existing high school program, to investigate potential educational alternatives for the school, and to develop recommendations for submission to the board of education. The committee's report stressed the need to provide alternative programs within the school structure to meet more adequately the individual needs of students. Two specific alternatives were proposed to augment the traditional high school program: a continuous progress alternative termed Progress in Alternative Continuous Education (PACE); and a program with a basic skills emphasis entitled Success Through Alternative Education (STAE). These initiatives were implemented at the grade 9 level in the 1977-78 school year. Since then, each program has had an annual intake of students at grade 9, so that at the time of this study, 1979-80, students in both the PACE and STAE programs were enrolled in grades 9, 10, and 11. The programs will be operating fully throughout the entire school for the first time in the 1980-81 school year. Student enrollment in the PACE program has been maintained at 100 to 125 students per year. In the STAE program, approximately 25 to 30 students per year have been enrolled. Traditional classes continue to cater for all other students. The selection of an alternative program on entry to the school is left to the individual student and his or her parents, supported by guidance from the staff of the school.

The administrative team at School D has undergone significant changes in the past two years. Although two assistant principals responsible for the alternative programs transferred from the school, only one replacement was appointed. In addition, the resignation of the school principal was accepted in the spring of 1980 during the course of this research. Thus, the administrative team of four in 1977-78 was reduced permanently to three by 1979-80, and temporarily to two for the latter third of the year in which this study was conducted.

Administrative Arrangements. The principal and two assistant principals comprise the administrative team. Prior to the principal's resignation, regular meetings of the administrative team were not scheduled; required business was transacted on an informal basis between members. Responsibilities were clearly delineated. The principal was responsible for overall coordination of the two alternative programs, and the general instructional programs in foreign languages, music, and art, together with supervision of guidance personnel. In addition, he was responsible for all schoolwide management and the coordination of all instruction.

One assistant principal was responsible for student personnel services, as well as monitoring instruction in social studies, science, and English in the traditional program. The second assistant principal assumed responsibility for oversight of instruction in mathematics, physical education, health, and driver education. He administered school-community relations, staff development, and assisted in the administration of student personnel issues.

A full-time Local Vocational Education Coordinator (LVEC), though not a member of the administrative team, accepted responsibility for instruction in industrial arts, home economics, and business education.

The role of departmental chairperson was re-introduced to the school during the 1979-80 year after an absence of seven years. Chairpersons were selected by the administrative team in English, science, social studies, and mathematics, while the LVEC acted in subject areas under his own jurisdiction. Although the chairperson's role was a limited one in 1979-80, firm role specifications are being developed for the next school year. It is intended that weekly meetings of chairpersons will be held; scheduling has been arranged to ensure the availability of a common meeting time.

Since the transfer from the school of two assistant principals responsible for the alternative programs, the responsibility for their operation has been accepted by staff teachers who were not members of the administrative team. Some frustrations were experienced as matters relating to scheduling, staffing, and student evaluation emerged.

The schoolwide decision-making body at School D is the Educational Improvement Committee (EIC). Its membership comprises the two assistant principals, one teacher representing each of the subject departments, and one teacher representing each of the staff groups involved with the two alternative programs. In addition, an open invitation is extended to any other member of staff to attend. Although scheduled monthly, the EIC met on a very irregular basis during the 1979-80 school year.

The administrative team generally uses memos to communicate to the staff information on key schoolwide issues. Memos are distributed through staff mail boxes in the general office. A weekly faculty bulletin is compiled by the school secretary to provide information of a more general nature.

School D is the only senior high school in a district where all other schools have developed significant programs aimed at meeting the individual needs of students. The alternative programs, now in their third year of operation, were an endeavor to extend the same philosophy into the senior high school. In order to address some emerging frustrations in this process, a districtwide committee on individualization was established during the 1979-80 school year under the chairmanship of the superintendent. A number of issues affecting administrative arrangements at School D are being considered and resolved through that committee--for example, policy relating to credits, scheduling, PACE (intent/procedures).

The administrative arrangements at School D have thus been influenced during the past two years by two transfers and one resignation of members of the administrative team, by the re-introduction of the role of departmental chairperson, by the establishment of a district committee on individualization, by the irregularity of meetings of the schoolwide decision-making body, and by the continuing expansion of the alternative programs.

Organization for Instruction. Organization for instruction was based on three subschool structures: traditional, PACE, and STAE programs. The traditional program is organized by subject departments on conventional lines at each grade level. Departmental chairpersons in English, science, social studies, and mathematics are selected at the school administrative level, and are ongoing appointments. Each department elected one teacher to serve as its representative on the EIC.

The PACE program began in 1977-78 with 100 students in grade 9 working with a team of four teachers and one aide in an instruction and advisory unit. It now extends to grade 11 with three functioning units. The teaching team is responsible for instruction in English, science, social studies, and mathematics, and, in addition, for providing student advisement for 20 to 25 students in the unit. Additional subjects were selected by students from the range of elective courses in traditional subject departments. Extension of the program to grade 12 in 1980-81 is planned. However, mathematics and science will not be included in the PACE planning at grades 11 and 12. They will be handled within the traditional program.

One five-hour block of instructional time was allocated to the PACE units each day. Decisions on the use of this time were made by the unit teachers. Opportunity was provided within the school day for the teaching teams to meet for planning purposes. As in Schools A, B, and C, the team planning period is devoted to matters dealing with instructional techniques, resources, and student issues.

Teachers in the STAE program provide instruction in English, social studies, career education, and reading for groups of approximately 25 to 30 students at each level, grades 9 through 11.

Elective subjects from the traditional program supplemented the specialized basic skills teaching for students.

The instructional day for the entire school is organized into seven segments of 50 minutes. Eight subject periods for each student were slotted into the seven daily time segments by the use of an eight-day cycle. One subject period was dropped each day, in turn. Thus, seven time periods held on each of eight days (total 56 periods) were equivalent to eight subject periods for each student handled on seven days out of the eight-day cycle. Team planning sessions allowed flexibility of scheduling to be arranged in both the PACE and the STAE programs.

The organization for instruction in School D provided decision-making opportunities for staff at unit level and departmental level, maximized individualized programming possibilities in the alternative programs, and simultaneously encouraged cooperative planning by students and teachers.

Description of the Data Collection Method

The data for this study were gathered from the four selected schools by the use of interviews, observations, and document analysis. The following sections contain descriptions and explanations of data collection procedures, interview strategies, observation procedures, and document analyses which were used by the researcher in the schools.

Data Collection Procedures

The primary goal of this study was to identify the strategies adopted and the critical factors involved in the decision-making process at the schoolwide level in secondary schools. To achieve this goal, each school was visited for a period of 11 or 12 days, 5 or 6 days in February-March, 1980, and 5 or 6 days in April-May, 1980. A period of approximately seven weeks between the two visits to each school allowed the researcher to formulate propositions to be tested on site during the second visit. The intervening period also allowed for significant decisional issues which were identified at each school during the initial visit to be examined further and to be submitted to analysis on the basis of the propositions which had emerged.

A number of strategies were introduced to utilize the study design to greatest benefit.

The researchers visited the four schools in the fall of 1979 to administer the Decision Involvement Analysis questionnaire (Appendix B) to the total staffs of the four schools. In returning to the schools for the data collection for this field study, the co-researchers were able to present the findings of the questionnaire, both as a discussion initiator and as valuable feedback to staff. The findings of the questionnaire were helpful background information to both the respondents and the researchers. For the respondents, the findings provided an effective means of transition from an impersonal survey response to a personal opportunity for a free expression of ideas on decision making throughout the school. For the co-researchers, the findings gave clues to aspects of decision making and leadership which could be probed more specifically through the interview schedule.

During the first data collection visit in February-March, large numbers of personnel involved in schoolwide decision making were identified and interviewed. One or two key persons in each school deliberately were not included at this stage of the study, however, so that they could be introduced to the study propositions as reactors during the second visit with as few preconceived notions as possible.

During the second visit, a wide cross section of respondents was interviewed, both to test the propositions which had been developed and to describe progress on decisional issues which had remained unresolved at the first visit. Interviews were not confined to persons involved in schoolwide decision making. To develop an understanding of perceptions of persons at all levels of the schools' operations, the researcher and co-researcher incorporated a wide range of personnel into their interview programs. Administrators, counselors, departmental chairpersons, unit leaders, teachers, students, parents, supportive staff, district office staff, and school board members were also interviewed.

Unresolved issues on the agendas of schoolwide decision-making bodies at the conclusion of the first visit were identified again by the researcher at the second visit to each school. Progress was noted so that decision-making and leadership patterns could be tested against the propositions which had developed from the initial data collection. All documents of schoolwide nature were analyzed during both visits.

The dual visits to each school provided an opportunity for the researcher to confirm initial propositions at the second visit after an absence from the school of approximately seven weeks. The ability of the researcher to track key decisional issues and leadership behaviors over a period of two months, combined with the absence of the researcher from the school between the two visits, introduced both an objectivity and a continuity to the study which might not have been achieved by a single visit of longer duration.

During the two visits, 111 interviews were conducted in the four schools, involving 76 different interviewees. Male interviewees outnumbered female interviewees 44 to 32. Diversity was ensured in terms of age, length of service at the school, race, and personal characteristics. Interviewees were selected on the basis of both their positions in the school and their recommendation by colleagues as persons who should be interviewed.

The field-related propositions which were developed after the first visit to each school reflected respondents' perceptions of schoolwide decision-making and leadership behavior. Some propositions applied to all four schools; others applied only to one, two, or three of the schools. The propositions were presented to a cross section of school and system respondents at the second visit to determine which propositions could be substantiated. Only those propositions which were upheld by the majority of respondents were accepted by the researcher as accurate perceptions about decision-making processes and leadership behavior at the school (Glaser & Strauss, 1967; Bruyn, 1970).

Interview Strategies

The First Visit. Prior to entry to each school for the first six-day visit, the researcher developed an initial interview schedule (Appendix C) designed to gather information from respondents about decision-making processes and leadership behavior. On-site interviews were conducted by the two researchers, and involved administrators, counselors, departmental chairpersons, unit leaders, teachers, students, parents, ancillary staff, district office staff, and school board members. Interviews varied in length, but generally lasted approximately one hour. Some extended to three hours. Each interviewee signed an Informed Consent Form (Appendix D) as required by the federal government and the University of Wisconsin-Madison.

Whenever practicable, interviews were arranged with the following considerations in mind:

1. The researcher and the respondent should meet informally and develop some rapport prior to the conduct of the formal interview.
2. The time for the formal interview should be determined as far in advance as practical.
3. Normal school operations should not be disrupted.
4. Location of the interview should be carefully determined to ensure privacy, lack of interruptions, and minimum distraction.

That these considerations generally were met was due to the generous support and cooperation of the administrative teams and staffs of the four schools.

The researcher began the interviews by using the procedural sequence suggested by Cannell and Kahn (1953, p. 354):

1. The purposes and objectives of the research were explained.
2. The method by which the respondent was selected was described.
3. The agency with which the researcher was affiliated was identified.
4. The anonymous and confidential nature of the interview was assured.

The initial interview schedule was then used with respondents. Both open-ended and focused questions were included. The following open-ended questions were asked:

1. Have you any questions about the outcomes of the Decision Involvement Analysis survey?
2. How do you think that decisions are made in your school?
3. Describe your own role in the decision-making process.
4. Who assumes the role of leader in schoolwide decision making?
5. What actions by that person help or hinder the process?

These questions usually served as catalysts for the respondents to address the focused questions without prompting. If that did not occur, the researcher then asked interviewees the focused questions. In addition, the researcher frequently used probe questions during interviews to clarify respondents' comments, to elicit specific examples or to extend answers in greater depth.

The interviewees' responses were recorded by the researcher on note pads for transcription that same night onto McBee data cards.

In addition to the formal interviews, informal interviews took place spontaneously with a wide range of personnel. Many of these interviews comprised follow-up comments by persons who wished to add data to earlier contributions. Notes of these discussions were also entered on data cards.

The researcher and the co-researcher discussed various interviews fully each evening, and a common master card for recording data was drawn up for each school so that all data collected could be interchanged between researchers.

The Second Visit. The purpose of the second visit to each school was twofold. First, the researchers desired to test a set of propositions relating to decision making and leadership which arose from data gathered during initial interviews. These propositions were developed for each school between the first and the second visits.

Secondly, the researchers desired to identify again current decisional issues which emerged during the first visit. By doing so, decision-making and leadership actions which were exercised in relation to these issues between the two visits could be analyzed, and the degree of support which they offered to the propositions could be determined.

By suspending belief in each proposition, and at the second visit asking questions designed to identify the negative instances, the researchers aimed to revise, alter, or reject the tentative findings (Glaser & Strauss, 1967).

Many persons interviewed during the first visit were interviewed again at the second visit. Their reactions to the tentative propositions were gauged, and their analysis of progress which had taken place on current decisional issues between the two visits was noted. In addition, school personnel not previously involved were interviewed as a further means of identifying negative instances.

By seeking the negative instance, the researchers strengthened the reliability of the research propositions. The propositions became more data related and data specific (Glaser & Strauss, 1967). Relationships among phenomena emerged and the meanings attached to particular phenomena by school personnel became clear (Wehlage, 1978).

Observations

All meetings of schoolwide groups were observed by the researcher. These included administrators' meetings, meetings of schoolwide decision-making bodies, curriculum coordinators, the faculty, and departments. In addition, school board meetings were attended on three occasions.

Districtwide committee meetings relevant to the selected schools were also attended. On each of these occasions the researcher sought to "remember that his primary purpose is to collect data. Any participation that interferes with the ability to do so should be avoided" (Bogden & Taylor, 1975, p. 51).

A wide range of administrative and staff behavior was observed formally and informally in classrooms, faculty rooms, administrative offices, corridors, and cafeterias.

Written records were kept of every observation relevant to the study. Verbal comments and appropriate nonverbal actions by school personnel were all recorded on data cards. Every effort was made to avoid intrusion into the normal operation of groups and individuals under observation. Initial explanations of purpose were provided by the researcher.

Analysis of Documents

Documents relating to schoolwide issues were sought and examined at the school. They included minutes and agendas of meetings, faculty bulletins, daily news sheets, school newspapers, accrediting association reports, local newspapers, memos to staff policy folders, newsletters to parents, operational plans, organizational documents, curriculum statements, and negotiated contracts. These documents were a vital component of the field study method. The sequence of decisional issues was followed from initiation to resolution through meeting agendas and minutes. Means of communication and dissemination throughout the school of the decisions made were tracked. Leadership exercised by school personnel was identified through the printed word. Frustrations experienced by staff were evident through the recurrence of unresolved issues.

Documents were of special assistance to the researcher at the outset of the second visit. They were used in each school on the first day of the second visit to establish the sequence of action on specific decisional issues which the researcher noted as unresolved after the first visit. Although the mode and quality of documentation of decision making in the four schools varied greatly, the data available provided important insights into the practice of decision making and leadership in the schools.

Whenever practicable, copies of relevant documents were filed by the researcher for subsequent closer examination.

Analysis of the Data

In a field study, data gathering and analysis take place simultaneously. Wilson (1977, p. 260) noted that the researcher "constantly tests his emerging hypotheses against the reality he is observing daily." Thus, the propositions in this study developed while the researchers were in the schools, and they were tested constantly against new data. The propositions were based on recurring data relevant to decision and leadership theories. Data were "classified in systematic fashion so that they could be examined together to see what they look like collectively" (Brandt, 1972, p. 189). Subsequent to the school visits, the propositions were refined, then mirrored against the broader context of the relevant theoretical bases: decision theory, leadership theory, and role theory. Anecdotal comments and descriptions to support or negate the propositions were recorded.

The variables underlying the propositions arose through the interview schedule, and to a lesser degree through the Decision Involvement Analysis survey. The raw data for each variable were analyzed within and across schools.

Limitations of the Study

Since this study was limited to selected secondary schools, it may not reflect findings that are generalizable to the broad range of schools. The small sample of schools examined was a limiting factor, although they were sufficiently different to raise several crucial issues.

The objectivity of the researcher and respondent personnel to the research may limit applicability of the findings. The characteristics of the personnel in the sample schools may have affected specific attitudes in these schools in different ways. Although constraints of time, sample size, and subjectivity are present in any field study, every effort was made to limit the effect of such variables.

The study might have been stronger had a pilot study been conducted in one school prior to the actual research visits to the four schools. Data from the school visited first tend to be less specific and less finely-tuned to the objectives of the study than was true of the data for the latter schools visited. By then, the procedures, interview strategies, and researcher confidence had developed to a much sounder level. Using a pilot school prior to the actual study might have ensured greater benefit from all four schools.

Influences within the school on decision making were emphasized in this study. The effects on decision making of both the formal and informal influences of parents and community bodies and representatives were not examined. Primary concern was with rational decision making-processes; study of the effects of non-rational processes was minimal.

CHAPTER III

PRESENTATION OF DATA

In this chapter, the decisional issues identified in each school are presented, the decision-making practices and leadership behavior apparent in each school are described, and the propositions generated at each school are outlined.

One decisional issue from each school was selected as a typical example for that school, and it is described fully. Each issue was chosen because of the comparative level of seriousness with which it was viewed by the faculty, because consideration of the issue by staff extended at least across the time span available to the researcher, and because sufficient decisional involvement and progress through decisional stages occurred to enable the researcher to document processes and behaviors. The issue chosen for each school is described in detail so that the context of schoolwide decision making may be recognized for each school prior to the description and explanation of decision-making practices and leadership behavior of the principal, the administrative team, schoolwide decision-making bodies, and district office personnel. The chosen issue also provides a conceptual framework which may enhance understanding and appreciation of the propositions which emerged in each school.

Additional decisional issues identified in each school are mentioned, but not described in detail. Data relating to them are subsequently used to describe and explain decision-making practices and leadership behavior.

Propositions generated during the school visits were consolidated and refined in the two categories basic to the study, decision-making processes and leadership behavior.

School A

The decisional issue presented for School A relates to changes in the Exploring segment of the curriculum. Additional decisional issues are nominated. Schoolwide decision-making practices and leadership behavior are identified through actions of the principal, the administrative team, the IIC, and the school board and district office. Propositions which emerged during the two visits to the school are presented.

Decisional Issues

During the researchers' visits to School A, the major decisional issue under consideration related to proposed changes in the Exploring segment of the curriculum. Other issues identified and examined included consideration of a multicultural folk fair, allocation and distribution of honor cards and certificates, policy related to field trips, concerns over food services, changes in tornado drill procedures, scheduling of hall aides, tardiness, use of soda fund money, and budgeting decisions.

Proposed Changes in the Exploring Session

All children at School A took part in a class called Exploring, which was held during the last period of the day. A variety of experiences was offered to ease students away from academic subjects after lunch, and to provide an appropriate transition between school and home. Six Exploring sessions of six weeks' duration were offered each year; students in each unit engaged in five sessions, leaving the sixth session for the unit to plan according to its own needs. A wide range of experiences was offered including such areas as chess, "girl talk," shorthand, Spanish, acrobatic dancing, humor and comedy, stitchery fun, bicycle safety, and adventures in mathematics. The specific activities offered reflected student and teacher interests. The principal stated:

> The curriculum coordinator and I identified the program to expose the children to a wide variety of experiences at their age level. The program started at one unit, extended to two units doing things together, and then became fully blown across the whole school. It was tried on a pilot scale, then evolved. Teachers eventually say, "Yes, I can do this. It's not as hard as I expected." They are able to move out of their subject area for the first time and use their wings. For some teachers it is a very positive experience; for others it is tolerable. If they have a good program it is excellent.

One staff member said, "I like it a lot, and so do a lot of other teachers."

Despite these positive views, a number of staff members expressed serious concerns about the operation of the program, as follows:

> Some teachers feel they'd like to see it more academic.
>
> Some teachers don't fill the six weeks' time period.
>
> A general waste of time. What is the need for hobbies as part of school curriculum? It keeps them happy at the end of the day, but the academic concerns are the real concerns of the school.
>
> There is some disenchantment with the program itself rather than with the philosophy of it.
>
> Exploring! I hate it! It's the worst period of the day. Work ten times harder than any other time keeping kids semi-entertained. Look at it as leisure time. Teacher is burdened to come up with clever ideas every six weeks. But it is useful; it sounds good; it's a good model. Also it's the principal's thing, and no one wants to disappoint him.
>
> Should Exploring be academic as well as recreational? It is not taken too seriously at present. It's a struggle now instead of a positive time.
>
> Many students are walking the halls during Exploring.
>
> Kids don't know how to choose. If what they choose is not a fun thing, they want to drop it.
>
> The principal's basic thesis is that Junior High School is an exploratory period. Therefore the program exists. Nine out of ten teachers don't like it. Pupil contact time is given as one reason why it exists, but it is a headache for most teachers. There is nothing going on, only a fun time for some. Kids don't take the academic offerings. Decision making for Exploring is strictly administration.

> It's good P.R., but it uses up time in a semi-productive manner. It becomes difficult for discipline, but I like it conceptually. It is the principal's and curriculum consultant's idea.

As a result of the concerns reflected in these comments, the future operation of Exploring was included on the agenda of the IIC on five occasions over a period of six weeks. Suggestions for program modification arose during this time as a result of the IIC recommendation that the matter be discussed fully in unit meetings of teachers. As a result, one teacher said,

> All had a chance to say what they thought at the IIC table. It came back for three-four weeks continually with the request, "Anything to add?" Every possibility was given for contributions concerning problems and possibilities. The final decision was a consensus decision, representing the agreement of all units.

Minutes of the IIC meetings during February, 1980, contained weekly progress on the issue, concluding with firm requests for further unit discussion.

> 2/6 At last weeks' meeting of the IIC, the following Exploring options were offered:
>
> 1. Units not participate in academics for two periods.
> 2. Offer only academics for one Exploring session.
> 3. Require two academics per year out of five choices.
>
> In addition to the above recommendations, staff members are to consider the following:
>
> 1. A six-week session where students would remain in their units with an additional specialist.
> 2. Two 12-week alternating daily sessions.
> 3. One six-week session at the end of the year.
>
> Please discuss this matter with your units so plans for the 1980-81 school year may be finalized.

> 2/13 Another suggestion made was to have two four-week sessions, the first four weeks on A days, and the second four weeks on B days. It was reported that no units or specialists favored the 6-12/12-6 plan. Please discuss in the units; discussion will be continued at next week's IIC meeting.
>
> 2/27 The possibility of spending the first and last two weeks of the school year within the units was suggested. This would leave 32 weeks of Exploring time. Exploring sessions could be scheduled in blocks of four or eight weeks in length. Since everyone was not in agreement, units and specialists are asked to discuss this issue so a decision can be reached within a week or two.

During this time, many IIC members confirmed their role in decision making on the issue by such comments as, "We will come up with a decision soon."

The principal, while acknowledging his ability to influence the IIC, also asserted his readiness to subscribe to the IIC's decisions:

> "How often do you 'plant a seed' in the IIC?" I asked. Oh, almost all the time. I'll be in a unit meeting and say to the unit, "Why don't you bring that up at the IIC?" That's one of the reasons I go to unit meetings. Generally, I can get people to bring up any kind of issues--from them, not from me. If I have a very strong feeling, then yes, I can get the decision I want. If they want something different in Exploring, I'm completely open, though. I may prefer to have them try something different, but if they want to go on as now, I wouldn't mind.

Although members believed in their decision-making role on the IIC, and although the principal expressed his openness to change, staff felt that there was never an option on the policy relating to Exploring. Only minor aspects of implementation were open to discussion and decision making. Modifications might be legitimized through the IIC, but the overall philosophy of the program was not open to debate. One teacher said,

> Exploring has been going on for three to five years. Administration had a packaged proposal. We voted on it, but we had to go along with it. Don't rock the boat.

Another teacher said,

> We'll never get a choice on Exploring. That is the only thing we've never had a say in.

This view was further reinforced by the administrator who said,

> I'm glad they started discussing it in January. I prefer to see it go back and forth to the units for their views. They've had a good chance to discuss it. We did not have the flexibility to take it out of the program; it was a board-approved course, and as such a basic part of the program. Now it is a basic part of the program through teacher discussion.

The view was often expressed that Exploring was the principal's and the curriculum coordinator's "baby," that it became part of the program through their vision and initiative, and that only minor modifications should be contemplated.

The final decision was to propose a 32-week program in Exploring for 1980-81, based on either four- or eight-week segments, together with a voluntary remedial education proposal in each unit to cater for up to 15 students "in danger of failing." The decision was made by the IIC on the basis of suggestions submitted by unit representatives after discussion at unit meetings over a period of several weeks.

Schoolwide Decision Making and Leadership

Schoolwide decision making and leadership at School A were exercised by the principal, the administrative team, the IIC, and the school board and district office. During the two visits to the school by the researcher, behaviors of these individuals and groups were examined as they sought to resolve the previously listed decisional issues.

The Principal. The principal at School A was the undisputed leader who earned the respect and cooperation of school personnel. The comment of one senior staff member echoed the general staff attitude:

> The principal has taken the whole situation at School A and has turned it around. He is the biggest single factor in reducing problems. He is responsible for all the changes: introduction of the unit system, introduction of schoolwide decision making, exclusion of grade 9 and introduction of grade 6. It took four years to effect the changes, but now I feel that this school is a great school. I put the school, the staff, and the principal right on top.

Other staff comments testified to the widespread respect which the principal had earned:

> This is an extremely comfortable school. What makes it so is our leader. [This was expressed with warmth and a glowing smile!] The overall feeling in this school is incredibly different from anywhere else I've taught. The principal pulls it off--a lot of it is his personality.

> The principal's leadership is definitely positive. He knows people, politics, and magic.
>
> The principal has a way of getting the best out of you, because he works his own tail off. He gives us a good example.
>
> I've never worked under such leadership. Rapport, personality--he's just got it; and when you've got it, you've got it. He makes you feel at ease--he has the knack. He is genuinely interested in what you are doing, and pays compliments. If you need backing, you get it. He doesn't lose standards while being friendly. Ask around and you'll hear: "Eh, he's O.K.!"

Two aspects of the principal's approach to decision making recurred continually. First, the principal was prepared to act promptly and decisively when problems arose. He would not shirk unilateral decisions. One teacher said,

> He handled very swiftly the work schedule for hall aides--where they should be and their tasks. There was a great improvement in efficiency immediately. He takes decisive action.

A member of the administrative team said,

> If necessary, the principal will act on suspensions himself, and pass the decision on to the assistant principal concerned. He will never turn his back on a situation and is totally supportive.

At an IIC meeting, the principal proposed,

> As an alternative to the present system of distributing the 10-cent lunch tickets, tickets will be sold from 8:15 to 8:25 a.m. across from the bookstore. If students don't produce a ticket there, then they must go through the line in the cafeteria. This will be done on a trial basis, and will begin next Monday. P.A. announcements will be made. The principal will discuss this with food services personnel.

To be in a position to recognize problems and act positively in relation to them, the principal was keenly receptive to the ideas and concerns of staff. He welcomed input. When advised during an IIC meeting of a cafeteria problem which had arisen, he said spontaneously, "Oh, they do, do they?" in genuine surprise. "O.K., fine! I'll get back to the supervisor." His tone of voice indicated real satisfaction at being informed of genuine concerns. The principal took immediate action.

The readiness of staff to raise issues with the principal even extended to issues which bordered on complaint or criticism of the principal himself. During visits to three unit planning meetings following a tornado warning drill, the principal was criticized for failing to sound a siren at the start of the drill. There was no hesitation on the part of the teachers in raising the issue, and no embarrassment on the part of the principal in accepting the criticism. He ensured that the matter was raised at the IIC meeting later that week, by inviting one of the IIC representatives in a unit meeting to include it in their unit's report to the IIC.

The principal also acts unilaterally to prevent trivial issues from reaching the IIC. The principal stated,

> I try to get around the units on Monday and Tuesday when staff are fresh to handle administrative trivia. Then they won't utilize the time of everybody else on the IIC. If I don't get around, I get far more of the trivia.

Unilateral action by the principal extended also to retention of staff at the school. The principal said,

> Some staff don't belong. It depends on the program they offer to the kids, and their relationship to kids. I give them every opportunity for a year or two, and then, if necessary, get rid of them. I will move on an unsatisfactory person if they don't take action themselves. There is a certain amount of pride on the staff--they know who is doing the job and who isn't. The union person knows who I'm documenting and who I'm not. It was always turned around earlier and the principal was on trial.

A teacher reinforced this by saying,

> People who fit in, stay. People who don't, leave voluntarily, but they go. It is respected! He [the principal] has the power to have you moved to another school.

The principal did not abdicate his own ultimate responsibility for school decisions. One administrator said,

> Decisions could be made to the ultimate detriment of the teachers and students if the principal did not occasionally intervene. For example, one unit wanted to go to the small claims court concerning some money owing to it from outside. The principal did not support the unit's stand, arguing that other methods were preferable. As you give children independence, but intervene if detrimental action is likely, so with school decision making. Growth is negative if you have to pay the consequences for poor judgment. Experience residing in senior people must never be overlooked.

Though there was clear recognition by staff that the principal was in ultimate control, there was equally clear recognition that he genuinely believed in participative decision making. One unit leader and one teacher relatively new to the school expressed the views of staff as follows:

> Don't let it ever fool you that he isn't in charge. He will say, "I'd rather not do this; I'd rather not do that!" But it is still shared decision making. It's never, "Hey, I'm top punch-up!"
>
> The principal gets the support of staff. He's very accepting of decisions. He runs the school. I am amazed--we were only here two to three days getting set up for kids and the principal called me in three to four times to talk. He is concerned, supportive, sharp, but you know not to cross him. People respect him as an administrator. It's not a one-man band; he delegates well, too.

The second aspect of the principal's approach to decision making was that he strenuously encouraged participative decision making. One member of the administrative team said,

> An example of the principal's leadership is his handling of a tardy problem. A few of us asked him whether a tardy bell could be rung at 8:23 a.m. He agreed that it was an excellent idea. We asked if it could be initiated right away. "No. I must take it to the IIC!" was his immediate response. The strongest point he made when I came to school was participative decision making, and he lives by that.

One teacher said,

> The principal does modify his stance. If good changes are suggested by educated people, you should be flexible enough to bend or intelligent enough to get around it. Our principal is both--80 percent is listening to everyone else; 20 percent is his own dictates. He is governed himself; he never steps over the contract.

Another teacher said,

> The principal is a stable enough individual to handle democratic decision making. He handles people successfully. He goes through democratic processes to get his own point across from time to time, but there is no worry about that, though. He is very supportive indeed of staff, so they support him.

Participative decision making implies preparedness on the part of the responsible leader to accept group decisions. That occurred at School A.

The principal never makes a decision over the IIC.

The principal never overrides the majority.

The principal is careful never to undermine anybody.

When staff questioned the decision of the IIC to hold a Folk Fair late in the school year, "there was no pressure by the principal to resume it or to delay it. Staff were given the chance to confirm or alter the earlier decision of the IIC."

The principal's acceptance of group decisions depended on consensus being reached in the IIC. The principal said,

> Many issues are raised first at the IIC. As a result, of course, I have no preconceived ideas or strategies. There must be consensus or we don't move. The principal's role is to facilitate decisions. Administration must accept some decisions of staff that are at variance with his own stance. Teachers do make their own decisions; there is no school-wide memo of dictates. Shared decision making means a daily inservice education potential for all.
>
> We never vote. If we can't reach a consensus, we stay with the status quo. Often, I will say, "Is there any reason why we can't try this for a week and then come back and analyze it?" I get things through this way. It's not a phoney thing.

Participative decision making at School A was seen by many teachers to have been enhanced by the principal's accessibility and visibility within the school. His encouragement to teachers to be involved in participative decision making was reinforced by his availability to teachers in his open door office, his frequent periods of supervision in hallways, and his regular visits to unit meetings. One teacher said,

> Access to the principal is direct. If it's not, then it's not his fault, it's the teacher's. Any lack of access is really a problem of his function, and is in the teacher's mind, not the principal's.

Three other teachers commented as follows:

> If you don't like it, you've had a chance to say so and have your views heard.
>
> We can't say, "Why isn't this being done?" It's our fault if it isn't. We've got the decision making. He is confident in what he is doing and content with what's going on in the building.
>
> One of the things that makes School A work is that teachers have the decision-making power. Teachers have power; they don't want to be treated as kids.

One of the hall aides volunteered the statement, "The principal is available. He's right out here, and that makes a hell of a difference. Everybody knows him--he's visible." Additional staff testimony to the principal's accessibility and visibility was provided through the following:

> The open door policy is just great. He has never once said, "I'm too busy. See me later."
>
> The principal knows just how friendly to get with staff. He knows when to walk away. He's not up there in a tower.
>
> The principal came out into the hallway at break and was seen by staff, students, hall aides--hands in pockets, no suit coat, casual, but vitally interested in everything and everybody. One boy immediately walked slowly after previously running rampant. Countless students and staff were spoken to personally. [Observation.]

In a later section, the principal's support of participative decision making in the IIC is presented. Staff agreed that the role of the IIC in decision making did not diminish the principal's role at all, but rather provided for him a forum for the presentation and debate of issues. One member of the IIC said,

> He brings a lot of his own ideas very easily, presents them, and we go for them. He gets teacher input and is prepared to modify his stance. It makes teachers very effective when they know the principal is taking their ideas and views into account.

Evidence was available to show that shared decisions were made also by ad hoc committees, established for specific purposes. The discipline committee's task was to come up with alternatives to suspension. The principal, as chairman, promised the committee at its first meeting, "What the group comes up with will possibly be implemented schoolwide for the remainder of the school year after going through the IIC." The phrase "possibly be implemented" in the foregoing quote indicates what teachers felt about decisions made on important schoolwide issues.

> The principal tells us he wants to involve us, but you know what he thinks and you go along. Some things are brought up and he says, "We can't do that," and explains very unclearly why not. He has a way of handling people to make it seem like it's your decision, but it isn't.

> Sometimes there is consensus on decisions; the principal and the curriculum coordinator want it. Sometimes it's a democratic process; they garner enough support to back their position.

This attitude about schoolwide decision making revealed that there were impediments to the process. It was clear at School A that definite barriers existed at the interface between the administration and the teaching staff, despite the principal's avowed determination to introduce participative decision making, despite his outstanding exercise of leadership, and despite his readiness to act promptly and decisively when problems arose. It was often stated that some teachers would not speak out openly on some issues in meetings when the principal was in attendance for fear that their ignorance would be revealed. Hierarchical position appeared to act as a strong constraining influence in decision making. Issues that were considered to be principal's initiatives, in which the principal exercised "ownership," tended to be left well alone. Any tendency for conflict to emerge was diligently quelled. Teachers' comments on these impediments in the process of schoolwide decision making were as follows:

> Silence--reluctance to contribute:
>
> Silence on the IIC is basically a result of some being speakers and some being listeners. Some have nothing important to say and would be embarrassed to say something ignorant, unintelligent; they don't want "to make an ass" of themselves.
>
> Despite the principal's open door policy, silent people never see him. They have feelings of nervousness. "Well, sure, fine, go ahead," is his usual answer, yet it's a gigantic thing to go and ask the boss!
>
> There is a lot of silence on the IIC.

Principal's ownership of issues:

> You know what will go and what won't. You don't raise things dear to his heart.

In relation to the Exploring issue previously discussed, one teacher said, "We've never had a say in Exploring." Another teacher's comment was, "We voted on it, but we had to go along with it anyway."

Quelling of conflict:

> People are not prepared to state and stand by their opinions. For example, the problem of discipline was raised in one unit with the specialists and the unit teachers, but specialists were not prepared to admit the problem openly and discuss it. People are not prepared to express their real feelings--they avoid conflict. People don't know how to resolve a conflict, therefore tend to avoid it.
>
> The principal basically does not want a fight. It's an effective way. People who had major opposition became apathetic. The staff become mellow. It's a happy family.
>
> There is a feeling on the staff that the principal does not like people who complain. He doesn't smile at you for a few days. He gets a bit testy if you complain. I know when I do it has an effect. I also know that it does not affect my evaluation.

Additional evidence of the principal's determination to utilize participative decision-making practices in the school, despite these impediments, is presented in the subsequent section devoted to the IIC.

The Administrative Team. The administrative team at School A comprised the principal and two assistant principals. The assistant principals accepted responsibility for scheduling, data processing, and student personnel services, including oversight of discipline throughout the school. Guidance counselors and faculty also assumed responsibilities for student discipline.

One of the assistant principals was new to the school this year; the other assistant principal had a long record of service at the school. The principal came to the school eight years ago.

Although the curriculum coordinator was not a member of the administrative team, he assisted administrative staff and was responsible, with the faculty, for instruction throughout the school.

Lines of communication between the members of the administrative team were open, with clear deliberate delegation by the principal to each of the assistant principals. As the principal said,

> I try to delegate. If they want input I give it, otherwise I keep out. I tell them, "Whatever you feel is right at the time, is O.K.! I'll stand by you." If the assistant principals say to me that they would prefer me to make a particular decision, then O.K., I'll do it.

One of the assistant principals said, "I'm comfortable because he supports me and backs my decisions. He will always consider my reasons and my feelings. I never feel undermined." Teachers confirmed the principal's delegation also, saying, "He delegates to the assistant principals well, and that's good for morale."

The bulk of the assistant principals' time was spent on discipline. One of the assistant principals said,

> About 75-80 percent of my time is spent on discipline. Some days are worse. Yesterday was 120 percent. I couldn't even find time for a drink of water. Often 25 to 30 referrals in a day. That is a result of less tolerance on the part of the teacher or more unrest on the part of the student.

One widely expressed staff concern referred to the thin line between discipline and counseling. The role of the assistant principal and the role of the guidance counselor were blurred in the minds of some of the faculty. Generally, it was accepted that the assistant principals were day-to-day peacekeepers, while the guidance counselors were responsible for long-term adjustment problems.

The administrative team met weekly on Thursday mornings to consider any matters relating to student personnel, data processing, or scheduling. Thursday meetings were convenient, as any matters arising from the IIC meeting on the previous day could be discussed. Neither of the assistant principals was officially a member of the IIC, although both were free to attend at any time. One matter specifically referred to the administrative team by the IIC during the research visit related to the acceptance of students without a hall pass by administrators. Confirmation of existing practices was suggested by administrators, with greater effort to be spent in enforcing the requirement. It was evident that a great deal of informal, open interaction took place between the members of the administrative team, generally on issues related to student discipline, data processing, scheduling, and other student personnel matters. In a school of the nature of School A, the demands made on staff with regard to discipline and student welfare were very high indeed. The administrative team, with the counselors, accepted the responsibility.

The Instructional Improvement Committee. The Instructional Improvement Committee (IIC) was the major decision-making body at the schoolwide level at School A. Under the chairmanship of the principal, the committee met each Wednesday morning at 7:45 to make decisions on schoolwide issues. The principal, who initiated the committee some years ago, viewed it as a vital aspect of the school's administrative arrangements. He said,

> It took about two to three years to get it accepted, and required almost a mandate on my part. You really need the staff to be professional, and to let them make the decisions that they are able to make better than the administration. I cannot make a change without going through the IIC.

The comments of two teachers confirmed the importance of the IIC:

> When you feel you've contributed you feel more important, and have more of a commitment to working it out.

> I didn't ever go to the IIC meeting. I'm not really on it, but I've tried to go all this year. It's the pulse of the school.

Representation.

The IIC comprised representatives from each of the I & A units and the support units, together with the principal, curriculum coordinator, teacher union representative, teacher aide representative, and student representative. In addition, all staff were invited to attend any meetings if they wished to do so. There were a number of occasions observed when specific staff members did attend one meeting to present information on a current agenda item. One of the specialist teachers said,

> One of our specialist teachers wanted to make a point from the reading area, so both members of the team attended the IIC. There is no problem in doing that.

To ensure continuity of membership, the principal suggested a minimum period of nine weeks for each unit representative. Although there was no compulsion, this principle was generally followed.

Teachers felt strongly that it was sound policy for the units to select their own representatives. By doing so, the charge that the IIC was comprised of "principal's people" was avoided, while the decision-making strength of the individual units was maintained. The principal said,

> The principal and the assistant principals must not choose the IIC representatives or the time they serve. I do not want the IIC to be looked on as the administration's people.

It was generally believed that frequent changes in membership prevented the development of cliques or lobbies, as well as providing opportunities for all teachers to participate over a period of time. Changing membership and attendance for a specific purpose were strongly supported. One specialist teacher said, "About every six weeks we change our representative, thus no one person gets stagnant."

On the other hand, discontinuous membership led to malfunctions on the committee, evidenced by decisions relating to a folk fair. The folk fair proposal arose as an assignment suggestion by a group of teachers from School A who had attended a weekend cultural awareness workshop. The IIC reviewed the proposal and referred it to the units for consideration. Unanimous unit approval was given at the subsequent IIC meeting. The principal reported,

> Some units sent an interested person to the IIC to discuss the folk fair, not the regular representative. The change of representative, although a common practice, was a key factor in the decision to proceed.

As a result of unanimous unit approval at the IIC, a committee was established to proceed with planning, a student survey was conducted to determine countries to be included, and staff were invited to visit a neighboring elementary school to view a folk fair currently in operation. As a result of much negativism expressed in units, between units, and in staff lounges, however, a poll of teachers was suggested to the IIC to determine the level of staff support for the project. The IIC agreed.

By this time, "some IIC representatives had been changed because teachers felt so strongly against the folk fair." All teachers were given a say, as it affected all. The outcome was that the IIC postponed the fair until Christmas, contingent on the committee continuing to plan ahead for it. The IIC had "repaired its own error." The perceptions of teachers on this issue were as follows:

> Four or five people, some attending especially because of their interest, voted the folk fair in. The rank and file later said "No." It affected them. It showed that the power is spread out. When the folk fair was first brought up, staff were taken by surprise and excitedly said, "Yes!" Then the time of the year, work load, and additional pressures were realized and "Hey, wait a minute," was called.
>
> The whole character of the committee changes with discontinuous membership. In fact, the characteristics of the IIC determine when an issue will be raised--bide your time and you'll get it through.
>
> Anyone can go to the IIC, therefore the strong-feeling person goes. Thus, the IIC doesn't stay complacent, although it is usually complacent early in the morning. It will accept anything.
>
> IIC continually has problems because of changing membership. It is hard to represent your team.

Agenda items.

It was widely recognized throughout the school that there was no restriction on agenda items for the IIC. It was an open agenda, with all units and individuals eligible to raise any issue for discussion. The principal said,

> Some meetings there are top-shelf agenda items, others not. My bias is that everything that happens

> in the school is important to someone, and it's not up to me to limit the agenda.

Other staff members said,

> Anything at all in the school's operation is acceptable. There is no restriction at all on IIC members or other staff in relation to agenda items.

> No restriction! Wherever the direction takes us to. Not only curriculum and instruction issues. Administrative trivia. Each representative has the opportunity to raise anything he or she wishes.

Frustrations were expressed about trivial issues which inevitably arose through the operation of an open agenda. The principal said,

> There are two or three negative people and that bothers me. They bring up unimportant things which I could handle immediately. I address myself to that. I try to get those items out of the way as quickly as possible. I even try to visit the units often to get the trivial things out of the way.

Staff members said,

> The IIC deals with so many petty kinds of things, though. I get a bit frustrated. I wish it would deal with more instruction, but that is done by the units themselves. Some gut curricular issues are raised, but these tend to be handled by the units or the departments.

> Some bring up petty things. "Oh God, do we have to listen to that again?" Yet the principal is a good mediator and handles the petty things very well.

> Generally the IIC handles day-to-day things with little significance for the school's operation.

Teachers identified IIC agenda items in four categories: information sharing, routine organization, school control factors schoolwide issues. During the research visits, examples of each of these categories were examined.

Information sharing included a wide range of current reports and activities, such as auditorium programs, proposed staff potluck lunch, reading committee report, tornado drill advice, open house plans, drug awareness booklets, school newspaper distribution details. A specific section of the IIC minutes was entitled, "For your Information." This provided a weekly reference for staff on schoolwide matters that did not require decision making by the IIC. Generally, the information reflected that school personnel exercised their own roles on issues of schoolwide interest.

Routine organizational issues emerged regularly from the IIC. Excerpts from the minutes of meetings in February, March, and April, 1980, provided an indication of the range of items:

> One teacher raised the question of how reading scores would be issued to parents. The principal asked for a draft statement from the reading department to be submitted for review at the next IIC meeting.
>
> The paper supply for the duplicator machine is again running low. The engineer will be informed of this.
>
> One of the units requested that they be informed of suspensions within their unit. The administrative team will be informed of the request.
>
> There was some confusion as to when the tornado drill was to begin. It was asked if some decision could be reached as to what type of signal could be used for this. It was determined that the siren would be used next time, and if it was found to be too loud, a modification would be made.

School control factors similarly took up much of the time of the IIC. Hall passes, tardiness, cafeteria supervision, hall supervision, and inclement weather procedures were all issues that recurred. Recent minutes provided insights into their resolution:

> It was requested that an administrator be stationed near Room 305 from approximately 2:30 to 2:40 p.m. The aides are having difficulty getting students to homeroom and students are also loitering after school is dismissed. This will be done. However, the relevant unit is asked to discuss this matter and come up with suggestions to alleviate the situation.
>
> There are students loitering in the second and third floor lavatories in the morning. Could they be locked? The second and third floor lavatories will be locked from 8:25 until 9:20 a.m. The first floor lavatories will be open.
>
> One teacher expressed concern about students loitering near her classroom after school is dismissed. The principal indicated that there is a 2:30 p.m. bell. Before that bell rings he will make an announcement to clear the halls. Then the halls will be checked, beginning with the third floor.
>
> One of the units requested a clarification of the policy for taking classes outside. Classes do not have the option of going outside unless prior permission is granted by the principal. It must be for an educational purpose, and the entire class must leave the building under the supervision of the teacher.

The schoolwide issues which emerged during the research visit were referred to previously. They included the Exploring segment of the curriculum, the proposal for a folk fair, and the issue of honor certificates and cards. Final decisions of the IIC on these matters were recorded in the minutes as follows:

> Allocation of honor cards and certificates was discussed. It was determined that five honor cards will be issued to each teacher per report card period. Certificates will be issued as previously stated in the IIC minutes: six per unit per semester.

> The folk fair committee met Tuesday afternoon. They went through the questionnaires which were returned and found that the majority of teachers preferred to postpone the folk fair until next fall. However, some said they would like to do it on an individual basis this spring. Therefore a decision was made to postpone the all-school event until next fall, but those who are interested are encouraged to get together and plan one for the spring on a small scale.
>
> Plans for Exploring for the 1980-81 school year were discussed. The decision was that the first and last two weeks of the school year will be spent within the units. This will leave 32 weeks of Exploring time which can be broken down into four- or eight-week segments.

Substantive contributions to decision making on the IIC.

There was widespread appreciation of the opportunity to participate in decision making on key decisional issues. One teacher said,

> The IIC makes everyone feel even more professional. You are part of the whole structure. My ideas are worth something. I am made to feel that if I can grow in any way, I can do so. We are never squelched. The principal stimulates everyone to bring up ideas. We build on each other's ideas on the IIC. Things start weak, but finish strong.

The principal's leadership was influential in the IIC's operation. His encouragement of teachers' ideas and contributions was frequently mentioned. One teacher said,

> The principal is strong in the way he handles the ICC. He respects every suggestion and never knocks it off. If it is no good, teachers themselves will say so. A big point in favor of the principal is that he will let school, teachers, and students try. He is never embarrassed about failure. You can tell why it didn't work and learn by it. We appreciate the fact that he never scoffs at a suggestion.

The principal himself said,

> Full unit discussion of IIC issues before the representative goes to the IIC meeting is vital. We get a feeling, therefore, of where they are coming from. I try to keep it light and nonthreatening. What's nice about the IIC is that everyone can say exactly what they want to say.

To reinforce these attitudes, requests were made constantly to staff to consider specific recommendations on schoolwide issues, and to provide feedback to the IIC through their representative. These requests were made through IIC minutes, which were distributed to all staff through the verbal reports of unit representatives and through the staff bulletin, "This Week," which was distributed each Monday. Evidence of these regular invitations is provided in the following excerpts from minutes and bulletins:

> IIC Minutes 2/27 highlighted the final recommendation to units concerning Exploring.
> One teacher initiated discussion on the Exploring plan for next year. The possibility of spending the first and last two weeks of the school year within the units was suggested. This would leave 32 weeks of Exploring time. Exploring sessions could be scheduled in blocks of either 4 or 8 weeks. Since everyone was not in agreement, units and specialists are asked to discuss this issue so a decision can be reached within a week or two.
>
> One teacher said,
>
> All had a chance to say what they thought at the IIC table. It [the Exploring issue] came back 3 or 4 weeks or more continually. "Anything to add?" was always asked. There was every possibility for contributions.
>
> IIC Minutes 2/20 advised staff of the recurring problems with tardy slips.
> One teacher raised the problem of tardy slips. It was

> suggested that aides in the units issue tardy slips from 8:25 until 8:40 a.m. and thereafter the hall aide would issue tardy slips at the front door. Unit teachers and aides are asked to discuss this further, and a decision will be made at the next meeting.

> One teacher said,

> If the issue is important enough, a consensus vote is not taken until after vote and discussion is held in the unit. On the tardy bell issue, the strong specialist representative had to vote against it even though he at first wanted it. He himself had to do a turn around.

> "This Week" 2/11-15 sought ideas from staff on two current schoolwide concerns.
> Major topics discussed at IIC Wednesday 2/6 include planning the Exploring sessions for 1980-81 and the advisability of ringing a tardy bell at each module in the time schedule. Staff members' input on these topics should be communicated to your IIC representative.

> One teacher said,

> If I've had a view it's been taken openly by the IIC, not slurred over or forgotten about. I raised the tardy bell. Another unit said they were thinking of the same idea. We discussed it for a week in the units, but decided it was not timely to have such a bell. Maybe the beginning of the year is the best time. There is certainly a sound opportunity to discuss ideas.

Representatives worked conscientiously to gather unit input. They realized the worth of the opportunity available to them.

Teachers said,

> No one feels prepared to act for their own unit until after unit discussion has taken place. Until the constituency opinion is understood, keep quiet!

> The IIC is a good idea. Not all of the time will it go the way you want it to. You have the input.

> There is no decision without prior discussion with the unit.
>
> Teachers in the building are conscientious as far as the governing body is concerned. I advise my members to keep alert and watch the minutes, and I go to each member of my team each week to check.

Despite the active encouragement to participate, and the recognized worth of shared input, it was noticeable that impediments identified in decision-making processes at the interface between the principal and staff were present also at the interface between administration and representatives on the IIC. Evidence from teachers was as follows:

> Silence and reluctance to contribute:
>
> Type of people on the IIC is a problem; say nothing, do nothing, therefore there is little impact.
>
> Teachers bring up Mickey Mouse issues like hall passes, bells, too much use of public address system, and things like that. They are brought up over and over, because a decision can be made more readily. On anything deeper, people are silent.
>
> People are also wary of treading on each other's toes. You tend to say that if someone feels so strongly, then you'd better not go against them. I really don't think people know how to make a decision in a group. They are just a lot of nice people . . . it's more a question of consideration, not a question of being daunted. If someone brings something up, it will be foisted on them to handle it and they feel too busy anyway. Also, people don't want to be quoted, to be responsible for the opinions they've given. And that's not only on the IIC either.
>
> Consensus on the IIC was achieved if no one spoke against the issue. It was then assumed acceptable. Yet many people don't say anything, don't have an opinion, are unaware. There is a characteristic of this staff--they are basically not fighters. If it doesn't affect their job, they won't say anything.

> On the folk fair issue, we asked opinions and suggestions from the units the first time. Approval came from units to the IIC without comments or problems being raised. Only after the committee was set up were concerns expressed.
>
> Principal's ownership of issues:
>
> A lot of times people want to say something at the IIC but haven't done their checking with the unit well enough. And who wants to go against something the principal's really excited about? The principal was in support of the folk fair, so it seemed like you were going against him to oppose it. You don't speak unless you know you're not by yourself. He's the boss!
>
> Quelling of conflict:
>
> Many things are seen as manipulation even if they are not. Specialists have resigned themselves to this. They are complacent, nonfighting. Lack of conflict is a two-sided thing here--the principal's determination for peace, and staff complacency.
>
> Consensus is the decision-making style because of willingness of representatives. No one is prepared to take sides. Maintain the status quo rather than introduce conflict. It doesn't mean the issue is not raised in a new guise later.
>
> Generally, it is kid glove treatment here. Try not to hassle. Use low key operation.

Relevance of issues to individuals or groups was another factor which affected teachers' contributions to decision making on the IIC. "Schoolwide issues" were defined by members of the IIC as those issues which affected school personnel beyond an individual unit. Any such issue was deemed an appropriate agenda item for an IIC meeting. "As a result," said one teacher, "some issues are not as interesting to the unit as others. We are not in candy selling;

the lunch room disarray did not concern us; we always issue hall passes. So when issues like that come up, we tune out." Another teacher said, "If it doesn't affect their job, they won't say anything."

To resolve this concern, ad hoc committees of interested people were formed. Two examples are interesting:

> The end of the nine weeks' period only affects specialists, so we called a meeting of them only, through the IIC. They analyzed the issue and made the decision, not the IIC, as they had the interest and were the only ones affected by the decision.
>
> One of the teachers initiated discussion on the folk fair. The principal suggested that a committee be established to work out the details and report back the the IIC. This action was taken.

Despite the negative aspects of representation and agenda content, together with impediments to effective decision making and the problem of irrelevance, the IIC did make decisions. One teacher said,

> There is some decision making that goes on. Most issues are picky, but it is better than having no decision-making body at all. Anything anybody wants to bring up is brought up. The IIC has the aura of decision making; we are somewhat part of the process.

One teacher said, "If you don't like a decision, you've had a chance to say so and have your views heard." The following examples confirmed the decision-making role of the IIC, following substantive contributions:

> One teacher indicated that there was $500 in the Soda Fund Commission, and she would like recommendations for use of the funds. Following a survey

> of the total staff, the IIC came up with the consensus decision that we would use it strictly for a teachers' luncheon.
>
> After the initial decision was made to proceed with the folk fair, teachers raised the problem of field trips and other exercises planned for the spring. I could see the problem some of the units faced. They thought they had to go ahead with it because of the IIC decision, but I told them to raise it again at the IIC, as there may be others who feel the same way. They did; so a small scale pilot approach was approved. Informal discussion with units outside the IIC led to the issue being raised again.

Implementation.

Three dimensions of implementation were identified: clarification of decisions to the units, prompt action on decisions made, and constant evaluation of the decisions. First, decisions of the IIC were reported to the units in two ways. The provision of a copy of the minutes to each teacher was ensured, and the unit representatives presented a verbal report to the following unit planning meeting. A tape recording of the meeting was available for reference also. Information was included also in the staff bulletin, "This Week." One teacher said, "Everyone is interested in IIC minutes. When they look at them, they can discuss things easily. In addition, minutes are a good reference back to previous discussions, overcoming misinterpretations." Another teacher said,

> There is good communication from the IIC. Representatives go back to units and discuss issues. Printed minutes and tape recorded meetings all help. No one can say they don't know what's going on. There are verbal, taped, and written reports, and in addition the principal's door is always open to everyone.

Secondly, prompt action was taken on all decisional issues raised. One teacher noted, "Everything is done at the date set for it; there is no procrastination." When a specialist teacher was asked if the IIC followed up issues well, he said,

> Yes. When they ask the administration to do something, it is done. If units have a problem, other units discuss it and help come up with a solution. Once in a while an item will go into the second or third week on the IIC. There are usually only five or six agenda items, and we can handle them and keep them under review.

Third, constant evaluation of the IIC decisions was undertaken. At the January 9 IIC meeting,

> Discussion took place on the honor cards and certificates. It was determined that these would be generated by the unit teachers with input from the specialists. The criteria for distribution of the forms will be set by the unit teacher and specialist. It was decided that six certificates will be allocated per full unit and used from January through June. The certificates could be awarded monthly or possibly in terms of report card times or any other time agreed on by the specialists and unit teachers. Five honor cards will be issued to each teacher through February 15. We will continue to study the process and additional input regarding the honor card is welcome.

At the January 16 meeting of the IIC,

> Concern was raised over the paragraph in the last minutes which stated the policy for the use of the honor cards and certificates. This was clarified, and the IIC decision was communicated exactly to all staff in the "This Week" bulletin, as well as in the minutes.

The ability of the IIC to correct its own errors was referred to previously in relation to the folk fair issue. Similarly, school control issues emerged continually for reconsideration.

> For a few weeks after a decision is made, it is implemented, then it falls by the wayside. People forget. A good example is the problem in the halls at and after 2:30 p.m. Teachers would get children out of the building, walking them to the door if necessary. But it soon reverts to the old patterns, and it needs then to be raised again at the IIC.

Teachers appreciated that "if things don't work, you can go back to the IIC and say, "Hey, it's not working!" You accept things from the IIC that you wouldn't accept from an administrator. One teacher said,

> An imposed decision needs far more care and monitoring in implementation. If there is shared decision making, the people involved will do some kind of self-monitoring to carry it through. The principal does get flack, but he does have the responsibility for following it through. In shared decision making, peer pressure is present to follow it through in implementation also.

Another teacher said,

> School policy decisions are better received through the IIC than they would be through the principal. The feeling is a lot better if it's through the group rather than through the principal. It really helps to solve problems. It's kind of neat to see that happen.

The School Board and the District Office. The staff of School A did not concern itself unnecessarily with school district affairs. Staff teachers were quietly confident that the principal "gets what other schools cannot get. He gets this school lots through his power." Another teacher said,

> Our principal is our main strength. He has a major amount of political strength at central office, and can pull off things that others can't. This is perceived as a major strength.

The school's success with the introduction of a 30-minute lunch hour was quoted as a sign of their strength. One administrator said,

> We are the only school in the city to be on a 30-minute lunch hour. What that meant was to get agreement in the building, teacher agreement with the union, and the principal's agreement with the central office. It worked, despite a grievance against us by the union. Staff have learned that if we don't take care of ourselves no one else will.

The principal was a member of the four-person Systemwide Planning Committee for the district and had been named as the principal to coordinate the development of middle schools in the district, for which School A was the pilot. In the principal's words,

> We set the policy for the system. We were the first. We were told we were foolish, that we'd never achieve it. But we did. To achieve it, it meant talking to board members, administrators, etc. In this system, you've got to get the votes. In this system, if you want to be a change agent, you've got to be a politician.

Finally, it was frequently asserted that the principal had an important role in interpreting the contract agreement between the district and the teachers. Contract items were "givens" within the school, and therefore were not open for IIC discussion. The contract, in fact, often provided the answer to a question that was raised.

Summary for School A

Changes in the Exploring segment of the curriculum were identified as a typical schoolwide issue at School A. Other current issues were nominated. Schoolwide decision making practices and leadership behaviors were presented through actions of the principal, the administrative team, the IIC, and the school board and district office. The propositions that emerged during the research visits to School A are presented to conclude this section.

School-Based Propositions for School A

The following propositions emerged through interviews, observations, and analysis of documents at School A:

Decision Making.

1. Identification and clarification of the nature of problems:

   a. Participative decision making is encouraged if the principal can accept without threat the expressions of concerns by faculty.

   b. If an open agenda and respect for all suggestions are encouraged by the principal, the role of the schoolwide decision-making body is viewed as credible by staff. However, unimportant items should not receive undue attention.

2. Formulating and weighing alternatives:

   a. If full discussion on decisional issues is undertaken in units prior to IIC debate, then representatives are prepared to contribute better to decisional alternatives.

   b. Although the principal's visibility promotes the input of staff, the formulation and weighing of alternatives is constrained if the principal presents his own viewpoint at an early stage of the discussions. Views of the hierarchy are too easily accepted as final.

   c. Discontinuous representation creates changes in the character and operation of the IIC. Some measure of continuity should be ensured to preserve benefits of earlier discussions.

d. Relevance of issues to members is taken into account if ad hoc committees of the IIC are established to resolve specific decisional issues.

3. Making the decision choice:

a. If members of the IIC fail to contribute to discussions on decisional issues, then a strong view is accepted too easily.

b. Staff contribute to IIC discussions purposefully and enthusiastically when the decisional issues are relevant to their own operations within the school.

c. Staff appreciate that there are occasions when immediate and decisive action is required of the principal. Staff expect such action on urgent decisional issues to be taken by the principal.

d. Participative decision making implies that the principal will be prepared to accept the group's decisions even when they are at variance with his own views or judgments.

e. Participation in decision making is viewed by some staff as a pretense at decision making involvement, to the extent that it is seen to legitimize the views of the administration.

f. Staff consider IIC decisions to be better than authoritative decisions.

g. Participative decision making is less effective when group decision-making skills are not well developed.

4. Implementing the decision choice:

a. Taped meetings, distributed minutes, and verbal reports by representatives are important factors in successful implementation of IIC decisions.

b. If prompt implementation of IIC decisions is undertaken, then schoolwide support for the IIC is enhanced.

   c. Policy decisions are accepted and implemented better through the IIC than they would be by unilateral direction of the principal.

5. Evaluation of the decision choice:

   a. An atmosphere conducive to reassessment and evaluation of decisions should be engendered in schoolwide decision-making bodies.

6. General:

   a. Staff participation in decision making enhances personal and professional growth.

   b. Endeavors to limit conflict simultaneously limit comprehensive examination of decisional issues.

   c. Members of schoolwide decision-making bodies should be selected by those they represent if credibility is to be maintained. Staff feel a sense of ownership of such bodies if membership is open.

Leadership.

1. If the delegation of responsibilities by the principal is accompanied by a determination not to interfere unless specifically requested to do so, then staff learn to become decision makers.

2. If the principal knows what he wants on schoolwide decisional issues but is prepared to modify his stance as a result of staff input, then participative decision making is encouraged.

3. Despite the principal's visibility and accessibility to school personnel, faculty find it difficult to dissociate hiearchical position and the exercise of unilateral authority.

4. If there is a clearly stated school philosophy, then the development of a compatible staff is encouraged. Dissidents can be encouraged to transfer.

5. Effective leadership implies strenuous monitoring of the implementation of decisions. If decisions are not effectively monitored, it is the principal who receives the criticism, not the subordinate.

6. If the principal can receive complaints and expressions of dissatisfaction without defensiveness, then teachers feel free to voice alternate opinions without fear of confrontation or threat of retribution.

7. If a principal develops positive relationships with the district office and the teachers' union, then teachers feel that their interests are maximized.

School B

The decisional issue presented for School B relates to changes in the report card used at student-parent-teacher conferences. Additional decisional issues are nominated. Schoolwide decision-making practices and leadership behaviors are identified through actions of the principal, the leadership team, the Faculty Advisory Committee (FAC), and the school board and district office. Propositions which emerged during the two visits to the school are presented.

Decisional Issues

During the researcher's visits to School B, a typical decisional issue under consideration related to proposed changes in the students' report cards. Other issues identified and examined included allocation of honor pins, the extension of performance-based education (PBEs) into reading courses, and the use of R and D Center test results and filmstrips.

Proposed Changes in the Report Card

All students at School B participated in a teacher-advisor program in which staff members worked closely and continually with students as advisees. The program fulfilled four essential functions: providing educational advisement, increasing schoolwide communication, improving home-school-community relations, and enhancing the personal-social development of each student. It was within the third of these functions, improving home-school-community relations, that a typical schoolwide decisional issue emerged during the research visit to School B. Regular student-parent-advisor conferences were scheduled whereby students assumed responsibility for reporting their progress in all subject areas. The report form was developed approximately three years ago to assist in this process.

During a meeting of the FAC, the principal advised that there was need to revise the report form. Amendments to subject listings were necessary, the categories for progress-reporting needed reassessment, and the overall format required modification. In addition, there were concerns about the inclusion of grade levels as indicators of progress. The action taken by the FAC was clearly in line with its past policy and practice; an ad hoc committee was proposed by the principal to examine the issues involved and to make recommendations to the FAC. One teacher said, "Let's start revision of the form the week after the spring vacation while its use is fresh in everyone's mind."

The principal immediately suggested that the curriculum coordinator establish a committee involving one teacher from each pod (a permanent grouping of approximately 120 students for instruction purposes) to consider changes to the form, and to report findings back to the FAC. Membership of the committee was to be determined by the pods themselves; no one other than the curriculum coordinator was selected by the principal. Teachers said,

> The principal announced in FAC that a report card committee was to be formed with one person from each pod on it. The representative had to be determined by the pod, which is the usual practice. Support groups had to be represented, too. The principal does not select representatives, though if there is someone he really wants on the committee, he will arrange it. The principal is not at the committee meetings. If we needed him, we'd call him in.
>
> Ninety percent of the time we get a volunteer for ad hoc committees; if you have an interest or previous experience you volunteer.
>
> The administration saw problems and the teachers felt problems, so a committee was established. The FAC sought a volunteer from each pod and the allied arts to work on the report form. Volunteers would report back to their pod or allied arts group. It's democratic decision making at work. Every group has input.

During the selection of representatives, interest and expertise were clearly taken into account. Conversations in two of the pods went like this:

> Representative: The report form needs to be evaluated. We need a volunteer to serve on a committee to revise it.
>
> Group comment: Well, "X" was on the original committee. Why not let him continue. How do you feel about it, "X"?

> "X": I'd be happy to, but what about "Y"? You've expressed some dissatisfaction with the form.
>
> Discussion continued, with "Y" eventually becoming the group's choice.
>
> Representative: A committee will look at the report form for possible revisions for next year. There is a meeting on April 15 about it.
>
> Group member: I'll be happy to go to that, since I was on the advisor conference committee earlier.
>
> No objections. Group agreed.

The sequence of action on this issue was reflected in comments by two committee members:

> The allied arts component of the form will be determined by the allied arts teachers, but they are waiting until the pod section of the form is finalized before considering the final shape of theirs. They do want added space for comments.
>
> We will take the final recommendations of the pods and the allied arts groups back to the FAC for final approval.

One committee member spoke of her satisfaction with the work of the committee in the following way:

> On this particular committee we've had pretty much a free hand. We know where we are going, and we know what we come up with will be O.K. We are really revising an operating form. If we went back to its first set-up, there would be a much larger degree of administrative input in setting it up. This is a revision-type committee.

The curriculum coordinator arranged for minutes of each committee meeting to be distributed to all members of staff. This action resulted in "pod members coming to their pod representative with ideas informally rather than waiting for pod meetings." By the conclusion of the second research visit, a revised report form had been drafted and referred to all staff for review. Although teachers appreciated the opportunity to participate, they felt the issue was a minor one. There was a strong feeling that had it been a major issue, much greater administrative direction would have been evident. Teachers at School B believe that the degree of shared decision making is inversely proportional to the seriousness of the decisional issue. Their comments, relevant to the report card issue, included the following:

> The report card committee is implementing teachers' ideas. The curriculum coordinator has been receptive to input. We are dropping and adding comments and simplifying it; nothing earth-shattering.
>
> Everyone is in the process to a point. The decision-making process is under strict guidelines. Major goals are set; we set the minor details. In certain cases it has to be that way.
>
> A lot of direction comes from the top down to committees. The idea comes down; implementation comes in at the committee stage.

One teacher summed up staff attitudes when he said,

> There were some repetitious things on the report form, therefore there was a need to cut out some and make it more relevant. Final approval will come out of the administration, from the principal's office. That's his role and right. Participative decision making is satisfying enough to keep morale up, but there is room for more involvement on major decisions.

The principal's view was basically consistent with that of the teachers:

> As the thrust of the student-parent-advisor conferences expanded and got into test results, etc., the report form was too long and too cumbersome. We needed therefore to revise it. There was an open go for the committee, because of emphasis on other areas of competency. My decision was that we would continue to use a report form. It will bear in mind the five school goals and give an opportunity for comment by teachers. The form and shape I don't really care. It's up to the committee to examine that. I make the decision, though.

Schoolwide Decision Making and Leadership

Schoolwide decision making and leadership at School B were exercised by the principal, the leadership team, the Faculty Advisory Committee, and the school board and district office. During the two visits to the school by the researcher, behaviors of these individuals and groups were examined as they sought to resolve the decisional issues.

The Principal. The principal at School B was unquestionably the leader. Staff appreciated the strengths he displayed. Frequently recurring attitudes were well portrayed in the following excerpts from interviews with teachers.

> The principal handles the physical care and maintenance of the plant so well. He notices things all the time. He works with parents, school board, and superintendent well. He is highly respected because he can justify what he is thinking. He has a lot of commitment to, and involvement in, the nitty-gritty things. The child is first and foremost. The child is important as a total person, and has self-worth. That attitude filters down to the teachers. As a result, children are given privileges such as open lockers. That fits in with the principal's overall philosophy.

> He is a strong principal. Intelligent. Sees something needs doing and he does it, not procrastinating. He sees all sides of an issue, and deals well with all levels--students, teachers, parents, superintendent, and school board. He will fight for things he sees are needed. He makes people aware of where he is coming from and what he expects.
>
> The principal is extremely knowledgeable about individually guided education, educational philosophy, and administration. He is able to work with teachers with integrity and honesty. Whatever he says is it. He works well with other administrators, the superintendent, and teachers. He's a good manager of the physical plant. Just terrific with kids. Good rapport. He fights for teachers. He's very much for them and what they believe. There's a trust there. There's a fine line between what we have responsibility for and what we don't, and he respects that. If he left, a lot of people would leave. He is very fair, even though there are bad times of disagreement.
>
> The principal has tremendous rapport with the kids and with many of the staff. Most really respect him. He is so effective in getting what the school needs.
>
> Expectations are strong, clear, and strict. In an open physical structure, strong discipline is beneficial and makes the school run very well. There is no doubt about that, and that the principal is the boss. He gets what he wants. How he gets it is a matter of opinion.

Both the principal and the staff recognized that the principal was ultimately responsible for actions in the school. It was generally accepted as legitimate that important policy decisions should be made either by the principal himself or after consultation with the leadership team, but without reference to the FAC. Thus, in the report card issue described earlier, the FAC was advised of the policy that report cards would be used at parent conferences, that the five school goals would be borne in mind, and that the form which the card took was a matter for the FAC to determine. Policy remained with the principal; implementation and attention to detail were the responsibility of the FAC. One teacher, commenting on planning for parent conferences, said,

> The principal's baseline was that every teacher should meet with every student and every parent through the teacher advisor group organization. He wanted students at the conferences. He didn't relate this to us at the beginning. We started with brainstorming. After two or three meetings, the principal told us he wanted as above. I remember, because we were getting nowhere. A feeling of relief resulted--now we know! I felt, "Ah ha!" I knew we were going somewhere. I didn't feel badly about it, as it was a good thing. I have been frustrated by such maneuvering though.

Other decisional issues were handled in a similar manner. On the question of honor pins, the principal said,

> This is something I believe that children look forward to. In relation to honor pins, I decided that they do go on again this year. Questions for the committee to decide were who to give them to, how to involve the allied arts team, etc.

Utilization of results of R and D Center tests raised a level of concern among staff. The principal acknowledged this, but noted,

> Utilization of Research and Development Center tests has presented problems. One grade felt threatened in that they felt they were being made to conform, and were losing creativity. I had to tell them, "This is the way it is--you will do it!" I must guarantee basic instruction. How they do it is up to the teachers.

The principal and staff both reported on a wide range of administrative areas which the principal retained as policy matters, not open for discussion at FAC meetings. The areas included hiring of staff and their placement in pods, team selection, the conduct of of the teacher-advisor program, minicourses, open classrooms, and the use of performance-based education measures (PBEs). On these matters the principal said,

> I read minutes of all pod meetings and raise any emerging issues at the FAC, but I retain a number of things. For example, hiring of staff and their placement in pods. That is my role! I make the moves.

Comments by teachers on the principal's retention of policy areas such as those listed were as follows:

> Honor pins were introduced in 1973 by the principal. Approximately 33 percent of the eighth grade won them on the basis of concern for school, concern for others, concern for self. But last year the number who received them must have been around 75 percent in the eighth grade. The reaction then was, "Let's drop them for one year and see if they are missed." Yet that was never really an option for us.
>
> Those who didn't get a pin last year felt badly about it. We asked whether we could reevaluate it. "Have they outlived their usefulness?" we asked. It was brought up again this year, but there was no question, as the pins had already been ordered. You don't know whether a decision is up for grabs or whether it has already been decided. It's very frustrating.
>
> Questionnaires used to be used for determination of team membership, plus interviewing by the rest of the team. Because of net enrollment declines and layoffs, the administration is now determining team membership on basis of age, sex balance, etc. Teams suffered through lack of involvement in selection.
>
> Team selection--no one expected changes, but everyone needed a change. But do sit down and talk to us about it. We had a bunch of upset people. We saw the

> benefit in the long run, but it was a real bother not having a voice in decision making. The principal was lucky he had the respect and legitimate authority.
>
> There is no input, and no feeling that it would help anyway.
>
> Teachers are plain scared of being evaluated by the results of the Research and Development Center tests, particularly in view of the economy, job market and insecurity. This is a hard thing for the principal to deal with. He was not able to guarantee in writing that the results would not be used in evaluation. It's been hard on him, but there is still a bond that says, "I still want to work for you."
>
> The principal has a lot of push, and people go along with him. Minicourses and the teacher-advisor scheme would be "sacred cows" for him, but there are staff who would give them up because of the extra work and planning involved. There are district issues, too, that the principal has to pipeline to the staff. Encroachment into district or principal's areas is watched. The principal moderates between the ideal and the realistic, taking leadership in the big areas.
>
> Principal's ownership areas are addressed if there is support from other teachers, and some feel very strongly. If support is lukewarm, some will go informally to him. The only reluctance is if they know it will really upset him. Not many things fall into that category.

Reluctance to contribute in the presence of the principal was identified. The constraining effect of an hierarchical position was often referred to by teachers, as follows:

> Up until this year I was close to the principal. Certain people never talk to him at all because of fear or a power thing. Basically things go the way he wants them to.
>
> Status and power in the hierarchy depend on personality; once slightly reprimanded that's it. You keep on the side. Position over and above personality has overtones.

> Anything I want to tell the principal, I tell the instructional consultant. She has developed her job to a pretty important position. She is a link, both administrative and instructional.
>
> A first-year teacher came to me with a problem about another teacher. "Why don't you go and talk to the principal?" I asked automatically, feeling that any on the staff would do that. But the last couple of years have changed that a bit. He comes out too soon on issues now. Outside forces such as layoffs, teacher association issues, negotiations, have all been factors.

Despite this awareness, there was a strong feeling that "it could be a lot worse." Comments of three teachers were as follows:

> Some don't say things, but generally we are a very outspoken group. It is never held against us at evaluation if we speak out.
>
> The ability of the principal to use his personality to overcome the barriers created by his position is significant.
>
> Staff feel threatened by the principal at times. They are being pushed and don't understand why. Some issues are out of his hands. They don't realize how often he fights for them. He does make demands on them and doesn't back down--he wants success, for the kids' sake.

The principal's own acute awareness of the hierarchical effect was heightened by a series of systemwide issues which almost inevitably created barriers within the school. Nevertheless, he deliberately maintained a visibility around the school to be as available to staff as practicable. His comments on these matters were as follows:

> Teachers see me as quieter, more aloof. You try not to let issues change your administrative style, but teachers get the nonverbal message. They therefore refrain from coming to talk about their concerns. Barriers rise as a result.

> It is easier for teachers and students to approach the principal in the halls or in the classrooms, rather than in his office, therefore I keep as mobile as possible.

Teachers, while recognizing the pressures facing administrators, expected reciprocal awareness of the pressures to which they were subjected. One teacher said,

> Administration here is more successful than in most schools. We think of it as being good. Some of the side things are being dealt with and discussed, while in some schools they couldn't talk about them ever. There is an awareness of pressure in administration, but as it's harder for the principal, so it's harder for us. He wants us to know he has a really hard job. We internalize that somewhat and expect him to do likewise for us.

Teachers referred often to the principal's support for them against outside pressure, but sought greater evidence of appreciation for successes within the school. On support against outside pressure, teachers said,

> He backs me up with parents, during conferences, with yelling irrational parents. He's very supportive. My knees were knocking really something fierce. Most unbelievable conference--rather frightening. He was a big help.

> I have a lot of freedom, and I get a lot of support. The principal is extremely supportive of faculty when there is outside pressure. He will let you know what he thinks privately, but publicly is supportive. It leads to a secure feeling.

In seeking evidence of appreciation for successes within the school, teachers said,

> The principal has a hard time dealing with people's positive characteristics. He finds it hard to praise and applaud. That is a problem to him.

> Complimenting people just doesn't come naturally to him. It just has to be done though. People have to know they are valued as human beings. If they don't get that, a good deal of what positive things they do suffers.
>
> It is important that people should be recognized and appreciated. We know that he values us, that we are important to what goes on in the school, but there are few indicators of that. Why does that have to be the situation?

To balance these remarks, however, very positive attitudes existed in relation to evaluations by the principal. Teachers said,

> The principal does evaluate what has been done. He's in the pods almost every day and uses what kids or other teachers say. It gets back to him. He hears views from his followers, not the tough students. He is perceptive of moods, styles, etc. Evaluation is not a big monstrous thing. The open pod helps a lot. We get used to him walking around. But the actual evaluation is private, and he gives many positive strokes. He always finds something to praise.
>
> I've never seen a teacher leave an evaluation feeling hurt, frustrated, angry. "At least I'm doing something right," is the feeling. We need some happygrams. We criticize him for not making positive comments, but we don't do it to him enough either.

Another teacher was concerned about the lack of praise.

> Both the principal and the teachers feel unpraised and unappreciated. The only thing that brings them together is when the community attacks. We all need praise. There is success motivation for kids, but not for everyone else. It's ironic.

The principal confirmed the dual nature of the concern by the following comment:

> I do not get feedback or appreciation from the staff. No, you don't get it. You just have to feel in your heart that what you're doing is best for kids, and live with that.

The principal's own explanation of his task, and the frank appraisal of his handling of that task by one of the teachers provide helpful insights. The principal said,

> The principal's task is related to the enthusiasm he shows; the communication to teachers that they are working hard and doing a good job; being supportive; providing vehicles for teachers to do their work better; dealing with the disruptive kid; not getting on teachers' backs when they are taking a minute's rest; letting them know they are working hard.

The staff member's appraisal was as follows:

> In many ways the things that the principal offers are ideal:
>
> 1. A motivating force behind the teacher. Getting them to do the things that need to be done. He really does that.
> 2. Build up a leadership model for children. He is a friend to the kids after having been really hard on discipline.
> 3. I feel that in particular the principal will go in to bat for his school, for the kids and the teachers, on anything. He will be right there looking out for its welfare all the time.
> 4. He is also very visible, never office-bound.
>
> In my mind he is so close in so many ways to the ideal--there are so many parts of his personality that work for him as a principal. The only concern people seem to feel is that he has a hard time complimenting people.

The Leadership Team. The leadership team at School A comprised the principal, the dean of students and the instructional consultant. The dean and the consultant assisted the principal in discharging his duties. They did not have responsibilities for supervision of staff, but engaged in a supportive role.

The dean of students was responsible for many student services, including counseling. He ensured that regular meetings were held between counselors and teachers in each pod to discuss student needs and course offerings. His role was outlined in the following way:

> The dean of students is a member of the leadership team. His is a staff position, not a line position. He is in charge of counseling, student personnel, student records, and at times substitutes for the principal, more implicitly than explicitly. It's not written down. He has no supervisory role with the faculty because of the role in counseling.

The instructional consultant assisted teachers in curriculum and instruction issues as well as teacher development activities. Staff spoke warmly of her contribution.

> The instructional consultant is provided with the wherewithal and framework to achieve objectives of the whole curriculum and does it well. She has few words, listens a lot, and her comments are worthwhile and to the point. She makes no enemies. She is a resource person. I do not see her as a policy maker, not actively. She guides it. She is not a "taking charge" person, not dictatorial. I've known her for 30 years and have never known her to raise her voice or get angry. But at the same time, don't push her around. She is dedicated.
>
> Curriculumwise she makes sure that everything is there that we need. Coordinates sharing among the teams. She is a very positive influence. If you are doing something well, the principal doesn't comment; the instructional coordinator does.

Lines of communication between the members of the leadership team were open. The principal used the two other members regularly as a sounding board on policy issues. They, in turn, were an important channel to the principal on staff attitudes. The concept of a leadership team emerged as it became clear that staff used different mouthpieces to make their needs known to the principal. Some staff were happy to go direct to the principal; others used the dean of students or the instructional consultant as their intermediaries. The following comments confirm the operation of a leadership team. The principal said,

> I work with the leadership team as well as with the FAC. There are some issues and decisions that have to be made and you don't bother teachers with them. For example, the letter I prepared for the school board on sex education did not require more than leadership team reaction; there was no time for anything other than that anyway. Some things in administration have to be done immediately. The leadership team makes policy decisions; the teachers implement the decision either through the FAC, the pods, or individually.

Teachers provided the following insights:

> The dean of students and the instructional consultant act as a good buffer between the principal and the staff. We unloaded all of our concerns on the dean of students the morning before the meeting about . . ..
>
> It happens informally. Teachers approach the dean of students or the instructional coordinator or the principal on a one-to-one basis of approach and feel more confident of accomplishment that way. The FAC does not give the same confidence.
>
> The dean of students and the instructional consultant are stabilizing forces for the principal. The instructional consultant is very wise, very even-tempered, easy-going, conscientious. She adds stability. The dean of students is consulted a lot. People bounce ideas off him a lot.
>
> The instructional consultant has the toughest job in the school. She's in the middle which is sort of nice, but on the other hand she gets it from both ends. She does it well. One of the reasons the school functions as well as it does is her contribution.

The leadership team met at regular intervals to discuss specific decisional issues which were either too pressing to wait for the FAC meeting, or were not schoolwide in nature, although embracing more than one pod. An eighth-grade mathematics issue led to the following comment:

> Informal decision making is the most effective. For example, discussion of eighth-grade testing in mathematics. The teachers concerned sat down with the leadership team to get immediate direction on an issue which may have taken weeks through the FAC.

The leadership team recognized that ultimate responsibility lay with the principal, who expected to be advised of actions taken on delegated issues. The principal said,

> Delegation is fine, provided the delegated person keeps you informed on what is happening. Reporting back is very important. That is something I demand.

The Faculty Advisory Committee. The Faculty Advisory Committee (FAC) was the major advisory body at schoolwide level in School B. Under the chairmanship of the principal, the committee met each Monday at 3:00 p.m. to consider issues of schoolwide concern or interest. The principal, who was responsible for establishing the committee some years ago, viewed it as an advisory body rather than a decision-making body. He also recognized the FAC as an appropriate schoolwide body to make decisions on the implementation of policy decisions made by himself or the leadership team. The principal said,

> The FAC is seen as my group, not the teachers'. It is an FAC, with the A standing for advisory. I don't make any bones about it . . . it is to advise me on schoolwide issues. The decisions I have to make.
>
> I know the direction I want the school to go, but the way we get there I'm happy to leave with the FAC.

Teachers recognized the FAC in similar terms. On its advisory and implementation roles, teachers said,

> The FAC makes decisions on little things. The important thing is that it causes things to come up and be hashed out. It doesn't make policy for the school.
>
> The principal said we would have teacher-advisor groups. We had to decide how we were going to go about implementing them.
>
> In most cases schoolwide decisions are made by the administration and passed on to the teachers. In the FAC opinions are stated, but the bottom line is the decision by the administration.
>
> Do we practice shared decision making? I would say, generally, "Yes." We know we have a part, but that decision is made apart from us. Instead of shared decision making, it is input into implementation, rather than making the decision. Teachers have a lot more say than where I was before, though.
>
> Most of the crucial decisions are made before the meeting of the FAC. Mostly routine things are handled at FAC--day-to-day issues. Most decisions are made by the principal, though others are made by the leadership team.
>
> Major policy decisions are made by the principal, who then throws the issue to the FAC to develop the working aspects. The principal involves the staff in developing the working guidelines.
>
> Staff input changed the number of minicourses from eight sessions to six sessions, one hour per week. It was brought up by the teams, approved by FAC action. Even teacher-advisor times have been changed. It is implementation which is often changed at FAC, not the policy.

Representation.

The FAC comprised one member nominated by each pod, two members selected by the allied arts team, a member of the supportive team, and the three members of the leadership team. One teacher said,

> The FAC is not a static group. Representatives are constantly changing. Every week a different group assembles, with members of the leadership team being the only really regular group.

Some teachers expressed concern that lack of continuous membership meant lack of continuity in discussion. As a result, items tended to be overlooked or delayed. Teachers cited the appointment of cheerleaders for 1980-81, and the end-of-year teachers' dinner as two examples. On the other hand, one teacher noted,

> Not having team leaders means that we all have a stake in the body. We all feel ownership, even though only one of us goes. It's an effective technique to have no team leaders.

Other teachers said,

> Not always are the most effective people on the FAC, but the committees do have. There is more ownership in the school by having rotating FAC membership. There is always someone to fill the gaps. If only a leader attends, then the rest become sheep. What we lose in expertise we gain in ownership. None feel that Mr. X is the leader of the team.

> I don't think anyone comes in to get something done on the spot. No one wants constant membership. There is no prestige--it's just doing your job.

Agenda items.

At School B, agenda items for the FAC were determined both by the principal and by teachers. If an implementation issue was of sufficient significance, an ad hoc committee of interested teachers was established. The FAC itself was not seen as a working committee; it was a clearinghouse where incoming issues could be examined and forwarded to various groups for action: toward allied arts and pods for information purposes; toward ad hoc committees for recommended action; toward the allied arts and the pods for either advice or implementation. Where appropriate, recommended action was determined within the allied arts and the pods, a report was sent back to the FAC, and a decision was finalized. Teachers said,

> The principal brings up an issue. It is discussed and taken back to the teams for recommendations. The representative brings the report back to the FAC. Budget and school board things are handed down at FAC, too.
>
> The principal uses the FAC to educate the whole staff on some things, too. A request by one team to have films on the last day of school was raised. It was made clear that the team had not considered the interruption which would occur to other units.
>
> FAC meetings are a sounding out of concerns from administration or the pods, or a means of committee establishment for development of potential solutions to a particular issue.
>
> The role of the FAC is not decision making and communication only, but is almost integrating the whole school as a body. All the feelings of the school are brought together there . . . the "brain" that brings the whole body together. In self-contained

> classrooms teachers don't know what's going on in other classrooms. Here, we need to share what teams are doing. Bring allied arts together with them, too. Those who feel strongly on an issue can be involved in committee work to help resolve the issue.
>
> The FAC has become an information-sharing rather than a decision-making process. Occasionally a decision-making body, but the main job is to get information output from the principal to the pods as well as from other sources.

Ad hoc committees of the FAC.

The principal and staff felt strongly that the FAC was an inappropriate body to handle every issue that came before it. Pressure of time alone would preclude it. Irrelevance of the issues to many FAC members was also a significant factor. Consequently, ad hoc committees were established from time to time to undertake the necessary research and to develop recommendations. During the 1979-80 school year, ad hoc committees were formed to attend to the following areas: report cards, R and D Center filmstrip and cassette use, honor pins, conferencing, allied arts festival, open house, inservice education activities, and eighth-grade graduation. Membership of these committees was spread across all staff members. Teachers said,

> Sometimes certain people are put in charge, and they choose the committee. Some volunteer or are picked because they have something to do with the topic. If you are concerned, or want to be on a committee, you usually end up on it. The principal does not usually ask specific people to serve.
>
> Committees are made up by one person per pod plus allied arts. Seldom does the principal ask for a certain person. The principal does believe in total participation.

> The instructional consultant pulls people together for meetings. She is a facilitator. Members contribute the ideas and make the decisions. She was the one who called the honor pins meeting for this morning. They talked last year about concerns with honor pins, but held any discussion over until this year. The eighth-grade teachers were not happy with what was being done and wanted to consider something different. As the principal was ordering the pins and checking the number required, he asked at the same time for any suggestions or modifications about the distribution of the pins. Teachers felt it was for the whole group of eighth-grade teachers to decide, so the matter was passed to them.
>
> Those constantly volunteering for committees are very active. Some people let others do the work, but generally everyone takes their turn. I think it's a big family. Everyone has respect for each other. Many of us have been together since the school started. We are a dedicated staff, proud of where we are at.

Occasionally an issue was forwarded to a specific group of teachers for their consideration.

> Decision making is done by those most concerned by the issue and most affected by it. The decision will go back to the allied arts people if it affects them, such as the allied arts festival. On the other hand it is pointless for allied arts people to put in their sixpenneth if they have no interest at all in an issue.
>
> Process and involvement depend on issues. The honor pins affected all the eighth-grade teachers, so how it is going to be done is up to them. The fact that it will be done was the principal's decision.

Directives were given to committees as the parameters for their operation. There were times, however, when the policy parameters were unclear at the outset of the committee's work, leading to a degree of frustration. One teacher said,

> The eighth-grade teachers met on the question of the honor pins. I thought we were going to decide if we wanted them, but they had already been ordered.
>
> After two or three meetings of the committee, when the principal told us he wanted students to be present at parent conferences, a feeling of relief resulted. Now we knew!

Whether honor pins were to be distributed in 1980 was not on the committee's agenda; the guidelines for their distribution, the how, when, and why of student selection were the committee's charter. Whether report cards were to be used at student-parent-advisor conferences, and whether students would be present were not committee decisions; they were policy matters determined by the principal or the leadership team. The format of the report card, however, was a committee responsibility. Whether the R and D Center filmstrips and tapes would be used at School B was not on the committee's agenda; how they would be used most effectively was the decisional issue with which the committee was charged.

Thus, the use of ad hoc committees at School B ensured that persons were not involved in issues that were irrelevant for them, except by personal choice. It ensured also that committee work at schoolwide level was issue oriented, not group oriented. In addition, the decisions recommended by committees and approved by the FAC were implemention-type decisions, not decisions on policy. The principal, therefore, retained ownership of policy issues. Staff acknowledged that right in view of the ultimate responsibility the principal carried. They said,

> Teachers do expect the principal to make decisions, not the FAC.
>
> The principal relies on input. He weighs his decisions carefully.

Teachers also appreciated the extent of their involvement in decisions concerning implemention.

Despite the active encouragement to participate, and the recognized worth of shared decision making, it was noticeable that impediments in the decision-making process were present. At School B, these impediments included silence and reluctance to contribute and the constraining effects of hierarchical organization. Evidence from teachers was as follows:

> Silence and reluctance to contribute:
>
> Some members of the FAC feel intimidated. Others will speak out. This is where the committees are important, because they have volunteers and report back to the FAC and do not feel intimidated at all. Some teachers are more timid.
>
> Some teachers are quiet because of fear of alienating or offending the administration.
>
> I would rather work on an ad hoc committee than the FAC. They are more a voice in decision making. There is much more talking and sharing of ideas when the principal is not there. Many will clam up when he is present. A lot of teachers wait to hear what he says first before expressing their views. I don't know what they fear happening. Maybe they just don't want to get into an argument. He will listen. He's very open. It's not his actions that prevent input. Maybe it's the authority figure . . . it's not the principal himself.

Hierarchical effects:

> It was noticeable throughout the meeting that people, when speaking, continually turned their eyes towards the principal for approval of what they were saying, and for reinforcement.
>
> If the principal is not at the FAC meeting, it doesn't run nearly as well; it's a different meeting.
>
> The FAC is hierarchical as evidenced by the positions in which people sit.

Implementation.

Many members of staff appreciated the opportunity given by the FAC for them to keep abreast of decisional issues.

> But I like to go. If you go, you know a lot more about what's going on. You know who's saying what. It's where people are informed of decisions. It's not a power base.
>
> The FAC is definitely the communication link between the administration and all of us. It is a working body organized correctly. It squelches rumor, gets talk on topics of the day into the pods, and it is the kind of thing many schools don't do. It is the main reason here why we stay together and stick together.
>
> All communication is excellent. Pod decisions, allied arts decisions, all are well communicated. If you don't know, then you weren't listening. It's your own fault.

No minutes are kept of FAC meetings. Individual representatives kept their own records and were responsible to report back to their own groups at formal team meetings. Many teachers expressed concern that minutes were not distributed:

> There is tremendous variance in reporting back to teams. People don't hear what they don't want to hear. It's more palatable not to!

> I enjoy it most when I'm on it. I like being involved. Sometimes what is said at the meeting is confused a bit, and reporting back to groups is varied. It's also irritating that decisions made at FAC are not always fed back. You come two weeks later, and someone says, "I didn't hear that."

> Reporting back to the pods leads to different interpretations and emphases.

However, the lack of minutes was justified by members of the leadership team on the following bases:

> A weakness is the different reports back to the pods. Yet we don't have minutes. It is felt better for the representatives to give their own reports. Also, the instructional consultant is a constant, as she attends all pod meetings and allied arts meetings.

> If we printed the minutes, it would take away the involvement of members in taking their own notes. They think about it more as a result of the need to report back. Sometimes there is misinterpretation. Allied arts team have two representatives, so they can validate each other.

Staff generally accepted the notion that was expressed by one senior staff member.

> You can justify the full faculty listening to everything, as the teacher-advisor groups cut through the whole school. The spread of people in advisor groups makes everything relevant to everyone.

The School Board and the District Office. School B, a suburban school adjacent to a large city in the midwest, was the only middle school in its school district. Teachers appreciated the fact that the principal appeared to enjoy positive relations with the district office and that he spoke up for the faculty.

> I think the principal has influence with the central office. Other schools are using our experience here as a model, and that's good.

> I would assume that the principal has an amount of influence with the central office which is good for teachers. Our principal is responsible more than anyone else for getting the school set up as well as it is.

> The principal keeps the district office off us. He's the middle man.

> The principal does speak up for us. We do not feel too close to the district office.

Concern was expressed that school board members rarely visited the school to gain personal awareness of school practices. Teachers said,

> We would welcome more attention from the school board. I wish they would visit more often. There is room for positive reinforcement.

> We never see the school board in the school. Some of them used to come. It is rare to see the superintendent too; only in crisis situations.

Increasing districtwide pressures were beginning to influence attitudes and morale within the school. It was clear that both the principal and staff had negative reactions to layoff problems, to collective bargaining pressures, to districtwide curriculum committee findings, and to relationships between the administration and the teachers' association. The following comments represent teachers' and leadership team's opinions.

> Administration has more pressure on it from the school board and the superintendent. We've definitely been made aware of that. The principal

> did a really good job of buffering us from them, but now the pressure is beginning to be felt.
>
> The principal appears to be forced to do things, and that is the reason for low morale. Layoffs and negotiations didn't help. With layoffs, it would be O.K. if only seniority were involved, but the certification and the future needs of the district make a big difference.
>
> Decisions made by one committee appear to be changed by other committees. Thus, testing committee decisions might be upset by the administrators' meeting, or even a personal administrator. You are not sure who is making the final decision. It is unclear which decisions each district committee makes.
>
> The testing committee made decisions on PBEs in mathematics, and there have been four different interpretations put forward.

Summary for School B

Changes in the report card were identified as a typical decisional issue at School B. Other current issues were nominated. Schoolwide decision-making practices and leadership behaviors were presented through actions of the principal, the leadership team, the FAC, and the school board and district office. The propositions that emerged during the research visits to School B are presented to conclude this section.

School-Based Propositions for School B

The following propositions emerged through interview, observation, and document analysis at School B:

Decision Making.

1. Identification and clarification of the nature of the problems:

   a. Parameters for a committee's work need to be clearly defined if frustrations are to be avoided.

   b. If an open agenda and respect for all suggestions are encouraged by the principal, then the role of the schoolwide decision-making body is viewed as credible by staff.

2. Formulating and weighing alternatives:

   a. Staff are generally reluctant to encroach on decisional areas where it is known that the principal or district office have strong views. "Ownership of issues" by administration acts as an impediment to staff contributions on the issues. Reluctance of staff to contribute is an outcome of the constraining effects of hierarchical positions.

   b. If a principal expresses his views on a specific issue too soon, staff comment is inhibited.

   c. Discontinuous representation creates changes in the character and operation of the FAC. Some measure of continuity should be ensured to preserve benefits of earlier discussions.

   d. Relevance of issues to members is taken into account if ad hoc committees of the FAC are established to resolve specific decisional issues. Staff contribute to schoolwide decision making most constructively when the issue is relevant to their role in the school. Thus, the concept may not be "schoolwide decision making," but "issue oriented decision making."

   e. The FAC and ad hoc committees provide a structure whereby teachers' desires for democratic decision making can be met.

3. Making the decision choice:

   a. If a principal conscientiously accepts ultimate responsibility for schoolwide decisions, he may be reluctant to involve faculty in such decisions when they relate to policy matters. Participation by staff in decisions related to implementation is less threatening to a principal.

b. Staff appreciate that there are occasions when immediate and decisive action is required of the principal. Staff expect such action on urgent decisional issues to be taken by the principal.

c. Staff feel some deprivation in the area of managerial decision making. Issues retained by the principal are sometimes questioned.

d. Participation in decision making is viewed by some staff as a pretense at decision-making involvement, to the extent that it is seen to legitimize the views of the administration.

4. Implementing the decision choice:

    a. Staff feel a sense of ownership of the FAC if attendance is open. Continuity is not crucial if the majority of issues are information sharing or implementation responsibilities.

    b. Unless uniform methods of reporting FAC meeting outcomes are utilized, varying interpretations are inevitable.

5. General:

    a. The FAC develops a sense of belonging in the school.

Leadership.

1. For the most significant single leadership element in the school to be the principal, his leadership should be marked by specific decisive action in relation to the school's operation. The physical environment, discipline, and support for staff were areas of such decisive action at School B.

2. Staff appreciate a balanced leadership team. If ready accessibility to the principal is impracticable for personal or professional reasons, then access through other members of the leadership team should be a viable alternative.

3. If a principal develops positive relationships with the district office, teachers feel that their interests are maximized. Involvement of principals in negative issues, such as negotiations and layoffs, create barriers between faculty and administration.

4. The principal and the staff both need to hear expressions of praise and appreciation for their efforts.

5. If the principal works hard himself, he gets a better response and output from the staff.

School C

The decisional issue presented for School C related to the development of an individual learning plan for each student. Additional decisional issues are nominated. Schoolwide decision-making practices and leadership behaviors are identified through actions of the principal, the leadership team, the cabinet, the coordinators' meeting, the curriculum committee (VITAL), the faculty meeting, and the school board and district office. Propositions which emerged during the two visits to the school are presented.

Decisional Issues

During the researchers' visits to School C, a typical decisional issue under consideration related to a proposed change in students' scheduling procedures. The change involved the creation of an individual learning plan for each student. Other issues identified and examined included routines for noting student absences during the day, smoking by staff in the faculty lounge, and the addition of required units in formal English at the sophomore level.

Proposed Changes in Scheduling Procedures

For a number of years, all students at School C have participated in a curriculum which was organized into courses, each of which was recommended for inclusion in one or more of the school's 26 career clusters, or as a basic competency course required of all students for graduation. The career clusters were organized to encourage students to set career goals, and then to achieve the knowledge, skills, and attitudes which were thought helpful or necessary to achieve the goals. Students chose from among the 26 clusters during their ninth grade at one of the district's two junior high schools. Klausmeier and Daresh (1979) noted that career clusters at the school were composed of varying numbers of specific courses from different subject matter disciplines. Each course was made up of learning units with performance objectives that were designed so that most students could complete the learning units in an average of three weeks. Courses varied in length; the shortest course had a single learning unit, and the longest course had ten learning units.

Although each career cluster was comprised of different courses and had a different career orientation, there were two common elements. First, the total number of learning units in each cluster was equal. This number was in addition to the learning units which were required of all students to satisfy the minimum competency criteria set forth by the school district in accordance with state law. Second, all clusters required completion of courses in subject areas that were common for all students. These subject areas coincided with, and satisfied, the school district graduation requirements. A teacher-advisor, called a guide, met daily with his or her group of students at regularly scheduled times to assist the students with scheduling of courses and learning units, to monitor academic progress, and to have the students record computer printout data concerning their progress through learning units. This scheduling arrangement allowed each student to pursue an instructional program that was specifically designed for the individual student. Scheduling changes for students were undertaken on the completion of each learning unit, and thus were constant and often complex. As one senior staff member said,

> The physical functioning of the school is very complicated. I was asked to make judgments before I felt fully comfortable. Many children find it a difficult adjustment period. It takes a semester for a sophomore to know what's happening.

The school's philosophy and practice, however, were warmly appreciated by many staff and students. Students said,

> I think it's even better than a traditional system. I get lots of help in mathematics. In literature and writing I can get more advanced work. You go at your own level and take advanced courses. Once in a while I have a problem, but it is always short-term. I can see where in some cases it would be a real problem.

> Teachers and guides are the greatest strength. I have a terrific guide--it is just great. He stresses getting a good grade and getting your work done. Strong in not staying unscheduled. I've not been unscheduled longer than one day. It depends on the kid. It's kind of like home--if your parents don't care, you kind of "goof off."

The scheduling procedures were criticized on five grounds by staff, students, and parents. First, the selection of soft options by students was criticized. One teacher said,

> Too many courses makes it easy for kids to take soft options. They come back from college and say, "Why didn't you make me take the more demanding subjects?"

A student said,

> The curriculum approach is a good exercise in self-discipline. Lots of kids blossom, but many beat themselves. You should take what you need to take to get to college, but many take soft options.

Two other teachers said,

> Decision making about curriculum emanates from irresponsible adolescents. Course enrollment power determines it. If there are no kids to take the class, it won't be offered. The choice is up to the students, and the Mickey Mouse courses live. Even happens to required courses.
>
> Many kids and their parents will continue to want the easy way out. Graduation and not education becomes the goal.

Second, students remained unscheduled for lengthy periods without enrolling in new learning units. At a coordinators' meeting one teacher said,

> We must accept the responsibility for unscheduled kids before it is accepted for us. We've got to correct the problem ourselves. The "escape" kids are a problem. When kids finish earlier than other

> kids, they are not being rescheduled. Most of the concerns arise as kids begin to spread out on continuous progress. I recognize the concern, and don't know the answer.

Another teacher said,

> Cluster revision must include a change in scheduling. I will vote "No" on anything unless it will improve scheduling.

Third, one student noted that poor guidance was responsible for problems in scheduling. She said,

> Not all the guides are good either. There are some bad ones. You could sit for a week without a schedule. I would do something about how long a kid is unscheduled. I would set up stricter rules, and make sure the kid goes where he's supposed to go. If unscheduled longer than two days, I'd force kids to go to their guides. It needs to be enforced.

On the same issue, a teacher said,

> Most guides aren't very good. I ask, "Why does a kid get into a cluster?" The pretense of meaningful clusters is a travesty. Career counseling is an attempt only. We need good career counseling. No time or extra pay for guide duties. We already teach five periods.

Fourth, fragmentation of courses into learning units was criticized. One teacher, at a coordinators' meeting, said,

> The chief criticism of our system right now is fragmentation. Continuity is based on the schedule board and the guide's ability to keep a child going. Scheduling at the outset of the year is easy, but it's what happens afterward. We must come up with a way of having a kid scheduled immediately.

Finally, major criticism was leveled at the discouragement of academic excellence by the scheduling procedures. Many comments were heard, including the following:

> I suspect that students are not as productive as they could be. We don't project a schedule for them for a full semester. I believe they should be more academically inclined. Students attempt to get through the class rather than to do well. There must be an attempt to improve academic standards.
>
> Many are critical of the lack of academic emphasis. I'm not so sure that they're not right. The mods allow kids to get through with the minimum of academic content. The move in the English department is hailed as a move back to the academic. At last we are going to teach them to read, write, and spell.
>
> There is more and more skepticism--kids complaining they are not being pushed enough. Lots of attitudes are not very positive. It's true in any system that certain students have to be made to toe the line. Others are known to be responsible and can be given more latitude. It depends on the students. We have great freedom, more than many can handle. (Comment by a student.)

In the light of this criticism, what started as a request to the curriculum committee by the English staff to add ten units to sophomore English resulted in a complete overhaul of the clusters by the school curriculum committee. The resolution of the issue, by schoolwide decision-making processes, can be viewed best from the vantage point of committee minutes and observations, and faculty bulletins issued following committee meetings. The democratic involvement of the full faculty, the clear decision-making role of the schoolwide curriculum committee, and the vision and insightful leadership of the principal are all evident in the following excerpts from committee reports and faculty bulletins. They are presented in chronological order to highlight the sequence of decisional action.

The first indication of potential changes in clusters was given in the faculty bulletin of October 26, 1979, when the proposal to add ten units of English to required sophomore units was presented:

> At the curriculum committee held Tuesday evening, the Language Arts department presented proposals which will create major changes to cluster outlines if proposals are accepted. The proposals include changing the reading requirements, substituting the sophomore units for comp. lab. units, and adding approximately ten units to many of the cluster outlines. These proposals will create a number of problems if adopted, and the curriculum commmittee will be pursuing alternatives and looking at the proposals very carefully. In an effort to speed up the process, the committee will meet every Tuesday afternoon until their work is completed. If you have any concerns, or would like to know about the workings of the committee, check with representatives, or attend the meeting on Tuesday afternoon.

By November 30, 1979, the committee realized the complexity of forces impinging on the organization of clusters. These were reported to staff in the faculty bulletin for that week, and again staff input was sought.

> Your faculty curriculum committee has a real task cut out for them for the coming year. Most of you are no doubt aware of the influences which could have an effect upon cluster changes for next year. Some of these pressures include the proposed changes in graduation requirements from the State Board of Education, our test results through the University of Wisconsin Cooperative Research Program, upgraded college entrance requirements, and the possibility of the ninth grade eventually moving to the high school. Cluster representatives have been asked to review clusters and make recommended changes. Representatives from the subject matter departments have

> been asked to recommend changes for our next meeting. If you have any questions or concerns, talk to your representative, or attend.

The issue of student scheduling appeared for the first time as a restatement of the problem in the faculty bulletin of February 8, 1980. That bulletin also gave initial evidence of the determination to share ultimate recommendations with the full faculty prior to adoption.

> If you see VITAL [curriculum committee] members walking around with furrowed brows, it is because they have many weighty problems to consider. These include how to include the ninth graders in our clusters, what to do about the revised state graduation requirements, how to find a more efficient and effective way to get students into appropriate courses, and many other questions, all of which must be resolved by spring vacation. As soon as the committee has hammered out a proposal we will share it with the total staff.

At its following meeting, the scheduling issue became even more crucial. The principal commented,

> The main questions VITAL has are: Are the students at this school getting the best counseling available from their guides? Is our current scheduling process where the kids go to the board and choose their classes the best we have to offer them?

By March 7, 1980, new directions had begun to emerge. The staff bulletin for that week reported as follows:

> Your staff curriculum committee is now pursuing a direction which could lead to significant changes for the next school year. The changes could involve a single individual learning outline for each student in place of career clusters, and eliminating some of the life skills requirements. Hopefully, the committee will have a tentative outline for your examination on Wednesday of next week.

The following week the committee decided to introduce a handout to the entire staff at the Wednesday faculty meeting "in the rough form so that it would be easy to change should several excellent recommendations come in." Such recommendations did come in, and by the committee meeting on March 26, 1980, the following firm statement was made to the staff:

> The following recommendations represent six months of study and the unanimous position of the school curriculum committee:
>
> 1. Career clusters be eliminated.
> 2. In place of the career clusters, each student will have an individual course planning outline. Each year, the student, with his/her parents or guardians and the counselor will list a tentative post high school goal. Based upon this goal, a program of study will be recommended for each student.
> 3. The scheduling process will be revised, eliminating the schedule board; instead, at the beginning of each term, the student will be scheduled into traditional courses by the guide for each period. The student will stay in the area assigned, and the team leader, coordinator and/or teacher will prescribe appropriate units for the course the student is scheduled in.

The tentative student planning form was submitted to staff discussion groups for recommendations and suggestions. Each staff group was required to submit a report on the proposal, and individual reactions were encouraged, as well. The process forced the staff to respond. Subject areas met under their team leaders or their own appointed leaders, and recorders were identified. Staff meetings were held in three successive weeks to finalize details. By April 17, "a list of courses was to be available, and guides were to work with guidees to develop course selection for next year, with three alternatives to be included. Data processing will compile lists for departmental review, and recommend changes to guides. The whole process should be concluded by May 15." An interesting reflection of the value placed on total staff input to the decision-making process was provided by the principal in his comments to a full faculty meeting on April 9, 1980. He said,

> We examined feedback from last Wednesday's staff meetings and it's excellent. There were many ideas, and they're good. Monday's meeting of the curriculum committee tried to put it into shape, but there was a problem of no classroom teacher being present. Therefore, it is still not as workable as it should be.

At the same faculty meeting, one teacher asked, "At what point will guides meet with sophomores?" The principal openly admitted that they had not thought of that. The input was appreciated, and action taken. The principal later commented,

> At the staff meeting, I could have said, "Okay, this is the final word." But issues can easily be overlooked, as we had overlooked when guides would meet with sophomores to determine their individual learning plans. An idea is no good unless it can stand the test of scrutiny and modification. Right now we are working out the scheduling procedures . . . staff will possibly further modify the Individual Learning Plan. It's kind of an adventure. I'd be prostituting my ideal if I told you now what it would be like in the finish. Staff contributions are really happening.

An experienced teacher at the school made the following comments concerning the Individual Learning Plan as it was developed to that point:

> I like it. It will be better accepted by the public. The public was not seeing that kids were taking English,

> for example, because it was scattered throughout the cluster. Through the clusters, electives were tied down more. The ILP will bridge the gap through understanding. We have been working on it all year, not just recently. It primarily came through the principal; he is strong in vision. He has that ability . . . an excellent leader in change, a master in that area.

On this scheduling issue it can readily be seen that decision-making responsibility was exercised by VITAL acting on consensus, but only after repeated referrals to the full faculty for reactions to progress made on the issue. Repeated encouragement to all staff to talk with representatives or to attend meetings of VITAL, and clear, insightful, but not domineering leadership by the principal were also major factors.

Schoolwide Decision Making and Leadership

Schoolwide decision making and leadership at School C were exercised by the principal, the leadership team, the cabinet, the coordinators' meeting, VITAL, the faculty meeting, and the school board and district office. During the two visits to the school by the researcher, behaviors of these individuals and groups were examined as they sought to resolve the previously listed decisional issues.

The Principal. A most significant single element in the operation of School C was the principal. His educational philosophy, the atmosphere that he developed within the school, the involvement of staff that he generated, and staff attitudes about his performance were each crucial factors affecting schoolwide decision making and the manner in which leadership was exercised. The principal expressed his decision-making philosophy in the following way:

> I have a different philosophy from some people. You never get self-actualized people unless you give them rein to make decisions. I feel the decisional command is your ultimate weapon. If you use it too often, you limit the growth potential of staff, and it soon falls on deaf ears anyway. I'm trying to get them to be responsible people. Obviously, there are instances where I have to step in. Most of the principals I talk with see themselves as the telling person.

Consequently, when the issue of smoking in the staff lounge arose, the principal refused to be placed in the position of issuing a decree. Despite the fact that many staff believed that the principal "should tell us what to do and get it over with," a four-person committee was established by the principal to consider possible alternatives, to involve all staff, and to recommend a solution. The principal's strong view was, "It is a faculty lounge, and it is not my place to make decisions about it for everyone." This was a direct reflection of his views on self-actualization. It reflected also his stated determination that "no major policy decisions should be made without involvement. I will make minor decisions, and sometimes may need to shortcut the process, but keep it out in the open and we all survive intellectually and philosophically. We do expect lively discussion and healthy debate."

As the educational leader of the school, the principal recognized that there were times when he needed to propose directions. The changes in student scheduling procedures called for such leadership, which he exercised through a curriculum committee, and concerning which he spoke as follows:

> I know in my own mind how I'm going to get there, and seek commitment to that. If I can't get close to consensus, then the chances of commitment are slim. I try to get everyone to see it my way, but I'm always willing to compromise. If I can't get 100 percent, I'll take less.

One staff member said,

> The principal often makes up his mind ahead of time and convinces committees to go his way. Yet, committee action is always taken before decisions are made. He is the father of the system, and people respect that.

Another teacher said,

> The only danger is that the staff are looking for a certain kind of leadership and that must come from the principal and not from the assistant principals. Probably the people on VITAL and the coordinators' meeting are more aware of the principal's leadership there than other people see or realize.

The smoking committee's charge was not only to determine a solution but also "to keep the faculty together." This goal confirmed the atmosphere which the principal sought to develop throughout the school. Staff freely acknowledged the beneficial nature of the atmosphere created by the principal's approach to decision making:

> This is the most open situation I've ever worked in. Staff feel comfortable . . . the principal fosters

> that sort of feeling. Strongest asset! It's true of the kids too. They feel free to contribute easily. All doors are open to staff and students.
>
> Most things are above board. People openly express emotions, and have learned to say those things that need saying. They treat each other as civilized human beings. If people want to tromp or to "raise hell," they can go both up and down the system. New staff doesn't have built-in trust; it takes some time to learn. We are a "walking take-care-of-one-another faculty."
>
> Staff have great respect and affection for each other. That comes from the principal. Casualness comes from the principal. Problems are met before they are even noticed. Teachers feel they can take the initiative and go ahead alone.
>
> We work so hard to build up a situation where things come out into the open. Things come out eventually. The aim is to treat each other as civilized human beings, and not as masters and slaves. We achieve that. It includes every staff member saying what he thinks or what he likes and "don't fear doing it." Trust the fact that you can say anything and be respected for it. No withholding.
>
> Decision making? We are allowed to do as we wish in our own area, and that is very comfortable. I can talk to the principal and my coordinator. Both are very easy and open to talk with. The principal goes right to the point of the trouble. I enjoy the staff--feel they get along very well.

The principal's encouragement of staff involvement as a means of self-actualization was referred to by one member of staff as "the epitome of participative management." Other staff endorsed this with positive comment:

> The staff is closely knit. They are very supportive of each other. No one is allowed to be an island. The administration set the tone too. The principal has Z-power and can make any decisions. However, his style is not to exercise the veto; it is to involve.

> The principal is a strong positive leader who encourages involvement and thinking and creativity. Newer staff tend not to see that or to appreciate it.
>
> The principal is still the leader. Things are happening. Coordinators and VITAL are aware of what is going on. I doubt that classroom teachers are aware of what is occurring. Feedback is generally by coordinators and seems to work pretty well.

Despite this expression by the principal and staff of the philosophy and practice of decision making and leadership, stressing the responsibility of individuals for their own actions, many staff still looked for decisive, unilateral decision making by the principal. On the one hand a staff member was able to assert, "The principal runs a tight ship. He doesn't back down from problems. The system is well geared to handle queries. On the other hand, another teacher said, "The principal needs to take a firm stand even if the rest don't like it. We would appreciate it if he could take a stronger stand than he does . . . that's his job." Evidence was most pronounced that some teachers did want to be told what to do; they had no desire to participate in the making of decisions. Thus, despite the principal's deliberate action to cause decisions to be made by the people involved, many staff reacted negatively. The following comments were made by teachers:

> Someone needs to say, "This is the way it will be!" For example, the smoking issue. The resolution was the provision of the exhaust fan. If the principal had said that at the outset, we wouldn't have had the drawn out problem.
>
> No one anywhere down the line takes the position, "It will be this way!"

> The principal doesn't step in and he should. He doesn't like any confrontation. None of us do, but some of us need to risk it to get improvements.
>
> We tried to tie the principal down on sophomore English and hammer out the details, but the administration attitude was "Work it out!" But we needed a directive.

Accessibility to staff was frequently quoted as a positive characteristic of the principal's leadership, although many would have preferred to see him more regularly in the classrooms. About his accessibility, teachers said,

> The principal is fantastic at being accessible. I feel like he says, "I'm glad you came in."
>
> Old timers want to go direct to the principal and sound him out, and that is understandable. The principal is an excellent administrator--he treats us as real professionals.

In relation to his visits to classrooms, however, teachers were negative.

> The principal never comes in and sits down to get a true evaluation of our teaching. We know we are not perfect. We've all got job faults. We can all improve. We would improve if someone would come in and give suggestions and advice. Effectiveness of staff would be much better.
>
> The principal should get into the classrooms more.

The burden carried by an "avant garde" principal was referred to frequently by sympathetic staff. One teacher suggested that it "took a principal with an extreme amount of courage to start this school. He takes all the gashes, wounds, and nicks. He has been the real post upon which this place leans." Another teacher felt that the principal would "often wish to crawl into a hole, but he would always come back to even keel. His personality is the key to the situation."

The question arose often as to whether or not a principal should confront staff when inadequacies are evident or whether other strategies could be employed effectively. This was of significance at School C. The staff stated,

> The principal doesn't like confrontation.
>
> The principal's ability to confront is a problem.
>
> Administration is too lax, too easy, too much trying to be the good guys. Staff need to "have their butts kicked."
>
> The principal builds up people so that they will live up to their potential.
>
> He will get people to live up to excellence. Those who are succeeding are feeling good about it.
>
> A dilemma exists here. The principal tries to be fair, but he does not want to be a dictator.
>
> When the principal gets mad he says something to you and you know it. When he reaches that point he is the boss. I expect that. None of the rest of us can say, "This is it!"
>
> Some faculty need to be disciplined like the students. But the principal tends to take the stance that if everybody would do like they are supposed to do, it would be all right.

Thus at School C the principal strove above all else to involve staff on issues that affected them, he sought to maximize self-actualization, and he endeavored to provide a school atmosphere marked by openness and candor.

The Leadership Team. The leadership team at School C comprised the principal and two associate principals. Specific meeting times were not fixed and agenda items were not prepared in advance, but the team met whenever the need became evident. Each member of the leadership team had particular responsibilities to fulfill within the school.

The principal was the final authority for all decisions affecting the school. A schoolwide decision-making model was developed, however, and was utilized in the manner described in relation to the decisional issue earlier in this chapter. The model provided for the participation of all staff in major policy decisions. The principal chaired the various schoolwide committees.

The principal was responsible also for the management and overall operation of the school. He administered personnel actions, acted as liaison with the community, and served as the personal representative of the school to all district meetings and activities. He was responsible also for the general management of the school, including preparation of the school budget.

Each associate principal had specified areas of responsibility. One was in charge of the student services program while the other accepted responsibility for building operations and special programs not otherwise assigned. Each of the three administrators had a particular part of the curriculum for which he was specifically responsible. The associate principals also assisted in the supervision and evaluation of staff. One of the members of the leadership team commented,

> The three administrators are pulling together closely in their views and are comfortable in their working together with staff. They are very compatible.

Another administrator said,

> We aim by input of associate principals and coordinators to help the principal reach a sound decision on matters such as hire of staff.

In keeping with the principal's policy of self-actualization, his delegation of responsibilities to associate principals was decisive. One of the associate principals said,

> We are often amazed at the decisions which we make. I don't mind making them. If I were a principal, I wouldn't let my associate principal hire aides, for example. But the principal delegates, and he doesn't interfere. He gives us a great deal of freedom, and I like it that way. It hasn't happened by default. He intended it that way.

The following additional comment was made:

> The principal seldom second guesses us on decisions we make. He has freed himself far more this year by delegating more decisions. He is less involved in discipline and the minutiae of administration. It is working well.

The concept of a leadership "team" emerged as the strengths of each member were used to balance the team's operation. One administrator said,

> Criticizing weakness really gets put back on the associate principals. There are times it needs to come from the principal, but generally we can do that for him.

> I can take a strong stance. The principal will applaud my efforts and allow me to do it. The other associate principal also. Initiative has to come from the associate principals. We should do that for him.

There was still a strong undercurrent, however, that stressed that no one but the principal could give the final word. Typical comments included the following:

> The associate principals are often put in the position of being the heavies, but they don't have the responsibility. The principal is very supportive of them, but they don't carry the weight that he does.

> The principal will support me, but a time comes when I'm not the person to handle it. He is reluctant to accept that such is the case, and he gets almost angry if you suggest to him that he should handle it.

Finally, the leadership team acknowledged the difficulties of communicating and following through with decisions that are made. A typical comment was as follows:

> We get so busy with other things that the demands don't allow you to follow things through. Other times I get the feeling that all three of us are guilty of believing that once a decision is made, it will happen--it will carry through. Once worked out, we expect action. We have too much faith in human nature . . . we need to be more skeptical. I am constantly surprised by the amount of neglect and lethargy. The responsibility that kids show is a reflection of the responsibility that teachers show. I'm equally guilty. My excuse is the time factor. I was talking to the principal about this. We get bogged down in referrals. Maybe we need to restructure our priorities.

The Administrative Cabinet. School C had a schoolwide decision-making body called the administrative cabinet. The primary purpose of this group was to make recommendations to the principal concerning major issues in the school. The cabinet, which met regularly at the outset and the conclusion of each school year, consisted of the principal, the associate principal, the coordinators, and the team leaders from each of the school's broad subject field areas. During the time of the research visits to the school no evidence relating to the cabinet was gathered, as no meetings were held, and no records were perused. The principal noted, however, that the tug-of-war between the academic and the personal development emphases in the school was a tough one, and was of sufficient concern that it needed to be dwelt on from time to time. The cabinet decided early in the school year to dwell on this issue for self-renewal purposes. The principal acknowledged, "Political maneuvering for leadership of the departments brings about emphasis of one or the other trends. I try to keep it out in the open." An associate principal, speaking of the cabinet, said,

> People represent their departments on the cabinet and the coordinators' meeting, but they are more interested in their departments than they are in the overall operation of the school. In theory the cabinet can make many decisions, but it rarely meets. We could request a meeting if ever we wanted one.

The executive committee of the cabinet is called the coordinators' meeting, a schoolwide body charged with handling issues on a week-to-week basis between full cabinet meetings.

The Coordinators' Meeting. The coordinators' meeting, referred to also as the executive committee of cabinet, met weekly. It was intended to address matters which arose in the school between full cabinet meetings. Membership comprised the three members of the leadership team, the coordinators of mathematics/science, humanities, vocational education, the librarian, and a counselor representative. The staff recognized that the coordinators' meeting had an influence on schoolwide decision making, despite comments such as, "Lots of times it is said that coordinators have decided an issue when it wasn't really that way. Still, it's a lot better than I've had elsewhere."

Members of the coordinators' meeting were generally highly supportive of its democratic operation. Comments included the following:

> The principal rarely steps in to say, "We will do it this way." We are really involved in a lot of coordination, including day-to-day scheduling.
>
> The coordinators' meeting really is involved with the smooth running of the school. Items are included from above and below.
>
> The coordinators' meeting is a powerful committee. It makes decisions. There is no restriction on their operation either--budget, curriculum, or day-to-day operation.

One teacher recognized that there was a great deal of informal leadership taking place in relation to the committee "because some in positions of leadership are not very sound, so diffused leadership is operating."

Open agendas were appreciated. Frequent reference was made to the freedom that the staff enjoyed to raise issues.

> Coordinators are free to identify any problem they see and put it on the agenda for the coordinators' meeting. Items can be raised at any level of the school's staff. Major decisions are communicated to staff at Wednesday morning faculty meetings.
>
> There is no groundswell to modify the decision-making process. My personal belief is that there would not be a problem aired which would not be explored and given a good airing.

During the two visits to the school by the researcher, the following items were raised by committee members: day-to-day scheduling, "open house" plans, staff evaluation, budget items, textbook availability, and the school's image in the community. It was clear that the coordinators' meeting was a focal point for the initial dissemination of information, and to gain the reactions of coordinators prior to wider communication to staff at the faculty meeting later the same week. An analysis of all agenda items at coordinators' meeting for the current school year revealed the following statistics:

Number of meetings analyzed: 11
Number of separate agenda items: 58
Number of decisional issues: 11
Number of agenda items "for information only": 47

The 11 decisional issues were as follows:

Campus clean-up details
Pep assembly considerations
Activity period details
Time of pep assembly
Minor scheduling issue
Transfer of funds

Procedures for students to drop a course
Use of the library area
Teaching the handicapped--criteria
Minor scheduling issue
Phasing out photography budget

Information issues covered all aspects of the school's operation and were outcomes of decisions made by the principal, the leadership team, counselors, broad subject field areas, or by others with delegated responsibilities. The meeting served as an important coordinating point each week for matters of schoolwide concern and interest even though the decision may have been determined previously. Information issues included items such as the following:

Smoking ballot (committee action)
Fiddler on the Roof (subject department action)
VITAL decisions (committee action)
Community petition details (principal's report)
Substitute teachers (principal's report)
Open house (report by representatives)
Scheduling problem, sixth period (associate principal report)

The coordinators' meeting thus met a major need in the school for communication. One teacher expressed it this way:

> It's all above the counter here. There is a supportive element which is very strongly determined to ensure that hassles and worries will be brought to light and resolved openly.

Other teachers realized the important communication link between the coordinators' meeting and the full faculty meeting later in the same week.

> Most outcomes of coordinators' meetings are presented at faculty meetings. The structure is a bit difficult for new staff to grasp.
>
> It is not enough to hear decisions from coordinators. It is not enough to hear pronouncements from anyone less than the responsible person. The faculty meeting allows this to be done. Communication must carry the status of the person making it. As people listen when the President speaks, so staff listen when the principal speaks.

The Curriculum Committee. The principal and nine teachers comprised the curriculum committee (VITAL) at School C. The teachers were volunteer or nominated representatives of the following departments or clusters: mathematics, science, guidance, trades and industry, business, home economics, communication, social studies, and agriculture. The members did not need to be area coordinators or team leaders. The principal was chairperson of VITAL. The function of the committee, to deal with all changes in the curriculum, was well portrayed at their first meeting for the current school year:

> Representatives participated in establishing goals for the year. They included a study of English department recommendations for cluster revisions, a follow-up of the physical education/physical fitness maintenance unit, study of the typing units in the college prep levels, considering second language recommendation, reviewing building construction cluster, and reviewing social studies requirements with regards to U. S. history in college prep clusters. If other staff have areas they would like VITAL to study, you are welcome to submit them to any committee member or to the secretary.

The committee's thorough handling of curriculum issues was fully presented in the earlier section of this chapter entitled, "Proposed Changes in Scheduling Procedures." The committee's procedures were confirmed by the staff member who said,

> VITAL hammers out a proposal, sends it to the total staff, then to area meetings for input. Considerations are given back to VITAL, then approved by the full staff.

Staff were convincing in their endorsement of VITAL's role as the most important committee at schoolwide level. Teachers agreed,

> VITAL is the core of the school. It is rising again now from a plateau of two or three years. We tend to go in peaks and valleys. This year we are actively pursuing issues in the curriculum.
>
> VITAL is a really thoughtful body.

The principal reaffirmed his philosophical stance in relation to VITAL's operation by this comment:

> Our belief and thesis is that we won't make decisions unless those affected by them have a say-so.

Staff felt free to raise issues on VITAL, most items being raised first at subject department level. Staff said,

> Usually things are brought to VITAL. The issues are initiated in departments. They are critics before they are advocates. VITAL tries to maintain the balance between departments' curriculum offerings. The principal also brings things up . . . he raised the Individual Learning Plans.
>
> The English department wanted to change the graduation requirements for English. They therefore looked at all their clusters. It arose internally. They then presented a case and argued it. Teachers probably present 75 to 80 percent of changes in VITAL.

Despite those comments, the hierarchical nature of the principal's position caused some staff to interpret VITAL's processes differently. One member of the administrative team said,

> VITAL is the tool the principal uses to organize curriculum. He has the final say. It is not "democratic" as such. When the principal says anything, it carries more weight than what anyone else says!

Two teachers, not members of VITAL, said,

> Curriculum decisions are made by the principal and the assistant principals. VITAL does a good sales job on the matter. Last year the pitch was reading. This year it is English. The pendulum is definitely swinging back to the basics. VITAL acts as the curriculum barometer. The structures keep us a lot better informed rather than involve us in decision making. Management has to rule. We are a sounding board for a lot of ideas. VITAL is a good place to get things worked out.
>
> All its action is very important as long as it does not take decision making away from the administrative level. Why tease us by bringing in subcommittees to make decisions and then not letting them make the decisions. It is a legitimating body.

A contrary view was expressed by members of VITAL. Two teachers who were members of VITAL said,

> VITAL probably does make the final decision on what classes should be counted for credit. It is an authority in that sense. There is no outside influence in determining clusters. It is the most powerful group of people making decisions about the academic life of the student.
>
> VITAL this year is organizing clusters to meet state requirements and other emerging problems. The decision is ultimately the principal's, but he will go along with VITAL's recommendations. Input may lack, but only because teachers choose not to give it.

The strength and sincerity of the decision-making attitudes adopted by members of VITAL was vividly confirmed by one teacher who said,

> There is a great deal of pulling and tugging not only between people, but within people. It is a soul-searching time. It is a concern. I sincerely care. It would be easier to say, "To hell with it; let someone else care." But we couldn't do that here.

The only evidence of lack of commitment to schoolwide decision making was related to the question of irrelevance. An administrator said,

> Understandably, trades and industry could not have cared less about sophomore English last year, but this year it really will affect then, and they have voiced strong opinions concerning the fact that the two-hour block set aside for it has seriously affected their enrollments for the first two periods. It has messed up their ability to offer subjects. They are now involved, as it affects them!

As with outcomes of the coordinators' meetings, VITAL's discussions and decisions were communicated to the full staff at Wednesday morning faculty meetings and by comment in the weekly faculty bulletin. As the VITAL member quoted earlier said, "Input may lack, but only because teachers choose not to give it."

The Faculty Meeting. The weekly faculty meeting at School C, held each Wednesday morning, did not have a decision-making function. The administrative team used the faculty meeting as an information-sharing opportunity to acquaint staff with decisions of VITAL and the coordinators' meeting, in addition to general routine matters. Its function was dissemination. There was wide agreement that:

> Anyone can put items on. Day-to-day functioning. It is to disseminate information rather than for decision making. Such things are raised as class interruptions, attendance, minor schedule changes, social events, and the like. It is generally administration feeding downwards.

The faculty meeting was supplemented in an information-sharing sense by the weekly faculty bulletin which was distributed to staff. The principal summarized its function in the first issue for the 1979-80 school year:

> This is the first of a weekly bulletin which is intended to provide you with information about the week-to-week operations of the school. It should be in your mail box on Friday evening, and is required reading. Often meeting notices will appear in the bulletin which are not otherwise announced.

An analysis of faculty bulletins for the school year revealed the following listing of items, together with their frequency of inclusion:

> Praise for achievement, 15
> Scheduling notices, 13
> Parent items (Open House, etc.), 12
> Staff matters, 9
> Routine tasks, 8
> Visits by outsiders, 8
> VITAL comments, 7
> Teacher-development items, 6
> Standardization need, 5
> Music performance, 5
> Student issues, 4
> Curriculum comment, 4
> Comment on grading policy, 3
> Administration issues (trash, etc.), 2
> Guide role, 1
> Attendance policy, 1
> Homecoming, 1

The School Board and the District Office. Although two school board meetings were held in the district during the visits to School C by the researchers, no decisional issues relating to the school were current. An explanation of school attendance policy was offered by the principal in response to an expression of concern by a school board member, and the issues relating to a major community petition against the school's curricular practices were being assembled, but neither matter provided sufficient data during the course of the visits to qualify as a major decisional issue.

The interface between School C and its district office was viewed very negatively by faculty. The following reasons were proposed for this:

> I have never been on a faculty that feels good toward the central office. The reason is economic. They are only concerned with economics.
>
> The district office is seen as an adversary rather than as a support. That was true even before the strike. Teachers don't see the district office leading in curriculum development.
>
> The strike over negotiations has had a serious effect. [There was a job action which involved all teachers in School C in December, 1978, lasting for nine school days. Substitute teachers were used as replacements for regular teachers during eight of the nine days.] Negotiations are not going well now--no issues are really resolved, and some issues are arising again.
>
> Curriculum coordination is nonexistent among schools in the district. Each school does its own thing, and the district office just has no concern or interest at all between levels, and that bothers me tremendously.

> At district level, there is no meeting of people in the same subject fields. There is no budget to allow it. There should be attempts to get people together.

The principal's philosophy of participative decision making was not shared by the superintendent, who unequivocally said, "I don't like consensus. It takes years." This awareness explained the comment of the teacher who stated, "We get directives, and are not consulted." One of the school administrators said,

> The district office needs to be far too concerned with rules and regulations and the passing of the budget. They are not interested in classrooms and instruction. All of our democratic processes are internal, and the district is not involved in any of these.

The superintendent recognized that attitudes of the teachers "cause lots of occurrences which would not occur in traditional schools. Open classrooms never seem to be as good as closed. An elementary school in the district is also 'open,' and is therefore criticized." The principal, whose dealings with the district office were direct and constant, reacted in the following way:

> I feel the school district office is far more supportive than the teachers feel it is. The teachers want the district office to know exactly what they are doing, and they want to know exactly what the district office is doing. They want it to be concerned with curriculum.

Limited communication opportunities appeared seriously to affect the degree to which faculty were aware of constraints faced by the school district administration; similarly affected was the degree to which the school district administration was attuned to the day-to-day practices of the school.

Summary for School C

Proposed changes in scheduling procedures were identified as a typical decisional issue at School C. Other current issues were nominated. Schoolwide decision-making practices and leadership behaviors were presented through actions of the principal, the leadership team, the cabinet, the coordinators' meeting, the curriculum committee (VITAL), the faculty meeting, and the school board and district office. The propositions that emerged during the research visits to School C are presented to conclude this section.

School-Based Propositions for School C

The following propositions emerged through interviews, observations, and analysis of documents at School C:

Decision Making.

1. Identification and clarification of the nature of problems:
    a. Open agendas for all schoolwide bodies encourage frank and candid discussion of issues of school concern.
2. Formulating and weighing alternatives:
    a. If a representative schoolwide body, such as VITAL, is established to handle curricular objectives and organization, then opportunities for, and benefits of, staff involvement are maximized.
    b. Staff contribute to schoolwide decision making most constructively when the issue is relevant to their

role in the school. Thus the concept may not be "schoolwide decision making," but "issue-oriented decision making," involving only those affected by a decision or their representatives. While a desire for involvement by staff on all issues is not apparent, some staff who are not members of the schoolwide decision-making bodies have negative views of their decision-making value.

c. Openness, candor, and frankness, if actively developed, encourage staff to say what they feel, knowing it will be respected. Nevertheless, some staff appear unable to avoid overtones of "the hierarchical presence," and are reluctant to contribute. There is great weight when the principal speaks.

3. Making the decision choice:

   a. Even if a principal provides opportunities for participative decision making in the school, staff believe that it is the principal's views which generally are implemented. The principal's traditional decision-making role in a hierarchical organization impedes staff perceptions of his sincerety and good faith in attempts to develop participative decision-making practices. Some staff see participative decision making as a pretense; they are distrustful of hierarchy.

   b. Participative decision making implies that the principal will be prepared to accept the group's decisions even when they are at variance with his own views or judgments. Although the principal has ultimate decision-making authority, he must choose not to use it if participative decision-making practices are to develop credibility within the school.

   c. Staff appreciate that there are occasions when immediate and decisive action is required of the principal. Staff expect such action on urgent decisional issues to be taken by the principal.

4. Implementing the decision choice:

   a. Although communication of schoolwide decisions and policies is undertaken weekly, through faculty meetings and bulletins, rigid adherance to agreed practices does not automatically occur as a result. For decisions to be implemented effectively, continuing and tenacious supervision must be exercised.

b. Communication of decisions must carry the status of the responsible authority if implementation is to be effective. Responsibility must be ascribed and acknowledged.

5. General:

   a. Staff participation in decision making enhances personal and professional growth.

   b. Endeavors to limit conflict simultaneously limit comprehensive examination of decisional issues.

   c. Schoolwide decision-making structures develop a sense of belonging in the school.

   d. Limited communication opportunities seriously impair relations between the district office and teachers. Neither party is satisfied that the other is aware of its role, its frustrations, or its strengths.

Leadership.

1. If the delegation of responsibilities by the principal is accompanied by his determination not to interfere unless specifically requested to do so, then staff learn to become decision makers.

2. If the principal knows what he wants on schoolwide decisional issues but is prepared to modify his stance as a result of staff input, then participative decision making is encouraged.

3. Despite the principal's visibility and accessibility to school personnel, faculty find it difficult to separate hierarchical position and the exercise of unilateral authority.

4. Effective leadership implies strenuous monitoring of the implementation of decisions. If decisions are not effectively monitored, it is the principal who receives the criticism, not subordinates.

5. Even when a leadership team is operating, staff look to the principal rather than to other members of the team for decisive action and comment.

6. The greatest challenge for a principal exercising sincere participative decision-making strategies is to find ways of proving good faith and overcoming staff attitudes that schoolwide decision-making bodies are sources of legitimation for the principal's courses of action.

7. Courage to confront people and issues, tenacity to see that decisions are acted on, vision to stimulate appropriate new directions, perception to recognize excellence and to challenge weakness in staff and students, accessibility to give and receive input, and the personality to develop the staff as a team are requirements of the school leadership team. If not available in one person, these characteristics should at least be available among members of the leadership team.

School D

The decisional issue presented for School D relates to problems identified with the Progress in Alternative Continuous Education (PACE) program. Additional decisional issues are nominated. Schoolwide decision-making practices and leadership behaviors are identified through actions of the administrative team, the educational improvement committee (EIC), and the committee on individualization at school district level. Since the resignation of the school principal took place unexpectedly early in the researchers' initial visit to the school, little specific evidence of his decision-making practices or leadership behaviors was incorporated. The faculty's adjustments to the absence of a designated leader, however, were examined and are included in consideration of action of the administrative team. Propositions which emerged during the two visits to the school are presented.

Decisional Issues

During the researcher's visits to School D, a significant issue under consideration related to problems associated with the PACE program. Other issues identified and examined included plans for an "Open House" for parents during the second semester, school-wide scheduling procedures for the 1980-81 school year, the re-introduction of departmental chairpersons after an interval of seven years, and extension of the advisement function throughout the entire school.

Problems Associated with the PACE Program

Late in 1979, a range of decisional issues related to the PACE program emerged at School D. PACE teachers were concerned that proposed courses for the 1980-81 school year had not been clarified, particularly as the PACE program would embrace for the first time the full four years offered at the school. They were concerned also that teacher assignment to the PACE program for the same period was not finalized, that make-up procedures for student credit deficiencies were not resolved, and that the lack of synchronization in the scheduling of advisors and advisees made meeting times difficult to arrange.

Teachers not involved in the PACE program were experiencing frustrations also. From their viewpoint, one unresolved issue related to the restricted number of elective subjects taken by PACE students, particularly in vocational studies, because of additional PACE courses required in science, mathematics, and social studies. Paired with a decline in total enrollments, this posed a threat of layoff to some teachers. An additional concern was the teaching load of five periods per day enjoyed by PACE teachers compared with six periods per day required of non-PACE staff. Although the PACE teachers were expected to use the extra period for student advisement purposes, either in advisor groups or with individual advisees, scheduling problems often precluded that. Thus, the advisement load needed resolution. In addition, there was schoolwide concern that although PACE was an alternative program within the school to promote individualization, its teachers had announced that their teaching procedures were little different from those of traditional teachers. Large group presentations, limited use of study carrels, and limited attention to individual progress or learning styles raised serious concerns. It was still acknowledged, however, that more was being done for the students in that grades were more sequential, parents were contacted more frequently, and the advisor program had been implemented. These aspects were good, but they were not instruction.

Recognition of these decisional issues led each group of staff to take action. PACE staff, through their coordinator, referred the issues to the superintendent for resolution. This action highlighted the reason for the emergence of the issues. The assistant principal who had established the PACE program and who had been responsible to the superintendent, not to the principal, for its implementation, left the school district at the end of the 1978-79 school year to take a principalship elsewhere. The leadership and drive which he gave to the program went with him. Responsibility for the PACE program was then accepted by the principal, but two factors led him to postpone action. In the first place, the principal lacked specific understanding of the day-to-day routines of the PACE program which the assistant principal had maintained and was therefore not in a position to make considered judgments. Secondly, he was at that stage seriously contemplating resignation from his position and was reluctant to immerse himself in complex decisional issues. The superintendent's original initiatives in establishing the PACE program within the school led the PACE coordinator to approach him as the next logical step in seeking decisional resolution. That approach was made in December, 1979. One teacher summed up the problems with PACE this way:

> There were many frustrations in PACE on day-to-day decisions. There was great difficulty in getting answers on grading, how to deal with advisement, how to deal with individual problems. The assistant principal who left was the mastermind behind the program . . . there is no question that his moving out made a great difference.

Non-PACE teachers referred their concerns first to the Educational Improvement Committee (EIC). At its December, 1979, meeting, specific concerns of non-PACE teachers were raised--particularly the effect on elective areas of increased credit pressures within PACE. An invitation to the chairperson of the curriculum committee of the school board to be present at the EIC meeting, albeit a questionable procedure, led to a public meeting late in January, 1980, when opportunity was afforded for full expression of concerns. "The superintendent, school board members, PACE and non-PACE teachers were present. The meeting was not a negative one; good things were identified as well as problems. Teachers conducted themselves admirably." From that meeting, the curriculum committee of the school board left responsibility for the resolution of the issues to the superintendent with the understanding that the PACE program must definitely continue to be given a fair and just test. It had always been envisaged that a full evaluation of the program would be undertaken after the 1980-81 school year, by which time it would embrace grades 9 through 12.

It would have been inappropriate for the superintendent himself to assume personal responsibility for the PACE program within School D. He was not familiar with day-to-day routines either, and issues had been shown to be of schoolwide concern rather than restricted exclusively to PACE. In line with the district policy of individualization from grades kindergarten through

12, the superintendent established a committee on individualization representative of all schools in the district as well as the district office. In a memo to the high school administration, the establishment and purpose of the committee was expressed by the superintendent as follows:

> As a follow-up to the Curriculum Committee meeting of the Board of Education on January 28, I am informing you of my response to the staff members who "mildly" objected to the sophomore social studies and math requirements for PACE students. Due to the fact we established this program on a pilot basis for a term of four years, I am not inclined to interfere with the program requirements until the final evaluation is made in 1981. Therefore these courses will remain in the PACE program as requirements for sophomore students. If any PACE student has a serious conflict created by these requirements I may consider allowing for an appeal procedure on the matter. No decision on this has yet been made, however. I am also forming a Systemwide Committee on Individualization of Instruction. This committee will be representative of all levels of instruction--K-5/Middle School/High School. The superintendent will serve as chairman of the committee. The committe's purposes, as I see them at this time, are:
>
> - to share ideas on individualization.
> - to provide program liaison between the elementary schools, middle school, and high school.
> - to monitor progress of district individualized programs.
> - to confront and deal with problems of individualizing which we may encounter at all instructional levels within the district.

At its first meeting, the committee decided to turn its attention to the most important high school issues. Those were listed in the minutes as follows:

1. Credit deficiencies/make-up
2. Advisor-Advisee (scheduling advisors)
3. Schedule

4. Dual assignments and time (half PACE/half traditional)
5. Waiver policy
6. PACE assignments and utilization of time
7. Section numbers
8. Test/Retest/Retake

All of the above were summarized into these major issues:

A. Policy related to credits
B. Scheduling
C. PACE (intent/procedures)

At its second meeting, on February 22, the main emphasis of the committee's work was on PACE credits. In the minutes it was recorded:

> An administrative policy for PACE credits was devised and distributed to committee members and PACE teachers (after additional suggestion/input from committee members).

At its third meeting on March 5, the committee on individualization focused its attention on the high school schedule and the constraints the schedule placed on the PACE program. In the minutes it was recorded:

> Although not all of these are due to the schedule, the issues raised were:
> 1. Junior/Senior early release policy makes students less available to advisors.
> 2. Advisement conferences have diminished due to time constraints.
> 3. One- and two-section offerings create schedule conflicts for students.
> 4. Team meetings cannot be held unless team members have a common prep hour.
> 5. PACE course offerings at grade 12 and potential schedule conflicts with one- or two-section classes.
> 6. Separate PACE vs. traditional classes. Should students be intermingled?

Ultimately, these decisions were made:

1. PACE in grades 11-12 will have programmed classes only in English and social studies.
2. PACE Juniors/Seniors will not have a PACE class in: Physics/Chemistry/Trig/Math Analysis.
3. All PACE teachers will have the same prep hour in order that they are available to participate in team meetings.

There was discussion about retaining the sophomore social studies requirement, but allowing sophomores to fulfill the senior social studies courses in 10th grade, thereby eliminating social studies from their 12th grade schedule. Since this is a significant departure from existing policy, it was suggested we need to consult other departments before making this change.

At its fourth meeting, on March 19, the committee examined the advisor-advisee program. The following plan was agreed to by the committee:

1. Grades 9-10 PACE advisors will meet with their advisees. A time period will be scheduled within the PACE block.
2. In view of the conflict at 11-12 grades, we will develop a 9-10/11-12 system of advisees. After two years, students will change advisors. This hopefully will improve the preparation and the effectiveness of the advisor as well as reduce or eliminate the problem.

Since more planning needs to be done with reference to the future of the advisor-advisee program, these recommendations were made:
Refer matter to the Educational Improvement Committee of the High School. If they concur, establish a steering committee, representative of all departments, and charge the committee with studying the advisability of establishing an advisement program for all students. This would include recommending the needs, goals, methods, model for implementing such a program.

The high school schedule was the agenda item for the meeting on April 2. The assistant principal and one of the guidance counselors explained to the committee how the schedule was designed. The committee determined that future scheduling priorities would be:

1. Advisor-advisee time will be blocked out
2. Team teaching needs
3. Perpetuation of the policy of individualization

So it was that key issues raised by both PACE and non-PACE teachers at School D were resolved by a committee established at school district level, comprising representatives of elementary schools, middle schools, the high school, and central office personnel in the district. Referral of relevant issues to appropriate high school departments and the EIC was a noteworthy strategy.

The emergence of such a wide range of issues so soon after the departure of the assistant principal responsible for PACE was understandable to many staff. A search for leadership and a keen desire for decisions to be made led to general awareness of problems which could only be solved, in the superintendent's judgment, at district level. One member of the school board noted that: "All the problems came out at the meeting with the superintendent. He put his finger on it and did a super job with the committee."

Some high school staff expressed concern and disappointment that the issues, which all related to the high school, were handled outside of the high school. They said,

> There is concern that the membership of the committee on individualization is inappropriate for the making of decisions relating to the high school. It is far too removed from us, from the trenches.
>
> Problems are seen by PACE teachers, but those involved are not involved in their resolution.

> Major policy issues relating to the individualized PACE program at the high school are being handled by a districtwide committee of selected personnel known to be sympathetic to, and supportive of, the individualization process. They have an interest in involvement.
>
> Politics enter into the committee on individualization where it should be education only. High School nominees were not taken into membership.

One member of the committee on individualization felt, "When you sit on a committee of administrators, you feel the heavy hand applied!" Similar hierarchical effects were expressed by other persons who said:

> PACE people to the board had that problem. You don't get real feelings. People hold back.
>
> Some people speak out. It depends on personality issues like self-confidence and intimidation. Some would never speak out, like some would never enter the principal's office.
>
> Hierarchical structure is a definite factor in reducing input.

Differing philosophies of individualization were a factor also. One teacher summed up the expressions of many when he said,

> Our very wide curriculum is the best form of individualization. It's a very practical way to provide for it.

The other concern very frequently expressed by non-PACE staff related to the decision not to modify the PACE operation until the conclusion of its fourth year of operation:

> The feeling is through the whole staff--you don't have to wait necessarily for four whole years prior to evaluation and modification. Observations and concerns now should be acted upon.

The committee on individualization did hand down decisions related to three basic areas of PACE operation in its first four meetings, and it proposed frequent additional meetings to attend to other listed items. As noted, referral to specific relevant high school groups occurred as deemed necessary. The contribution of the high school assistant principal, on behalf of non-PACE teachers, and the coordinator of PACE, on behalf of PACE staff, together with the contributions of two other high school representatives on the committee, enabled non-high-school committee personnel effectively to come to grips with significant and complex issues.

Schoolwide Decision Making and Leadership

Schoolwide decision making and leadership at School D were exercised by the administrative team, the EIC, and the committee on individualization at school district level. During the two visits to the school by the researcher, behaviors of these groups and individuals were examined as they sought to resolve the previously listed decisional issues.

As the resignation of the principal took place unexpectedly early in the researcher's initial visit to the school, little specific evidence of his decision-making practices or leadership behavior has been incorporated. The faculty's adjustment to the absence of a designated leader, however, was examined and is included in the following section devoted to the administrative team.

The Administrative Team. The administrative team at School D at the outset of the initial visit comprised three persons, the principal and two assistant principals. There was also a full-time Local Vocational Education Coordinator (LVEC). Each administrator had designated responsibilities for the whole school. The principal was responsible for schoolwide management and the coordination of all instruction. His duties also included specific responsibility for coordination of PACE and STAE, alternative programs in the school, and of modern and foreign languages, music, media, and guidance departments. Staff development, school-community relations, and budget were additional responsibilities.

One of the assistant principals, A/P(1), monitored instruction in English, social studies, science, and art; coordinated student personnel services; and exercised responsibilities for staff development and school-community relations. The A/P(1) had occupied his position for four years.

The second assistant principal, (A/P(2), monitored instruction in mathematics, physical education, and the educably disabled-learning disabled groups. He supported other administrators in student personnel services, teacher development, and school-community relations. The LVEC exercised responsibility for vocational education areas of the curriculum: industrial arts, home economics, and business education.

The appointment of departmental chairpersons at the outset of the current school year after a seven-year period without their services relieved the assistant principals of some coordination and management of activities in the departments. Full operation of the role of departmental chairpersons will occur in the 1980-81 school year when regular meetings at schoolwide level will be held weekly.

The administrative team underwent significant changes both before and during the initial research visit. Prior to the 1978-79 school year, a third assistant principal had been identified with the school, but the position was withdrawn on the departure of the incumbent at the end of the 1977-78 school year. The assistant principal responsible for PACE resigned to take a principalship elsewhere at the end of the 1978-79 school year, and he was replaced by a new assistant principal appointed from within the school. The principal resigned early in the second semester of the 1979-80 school year and was not replaced, or a substitute appointed, until the close of the school year. Thus, of four administrators in position at the end of the 1977-78 school year only one, A/P(1), was still in position by the end of the researcher's initial visit to the school. This sequence of events was a crucial factor in the decision-making processes and leadership behavior observed at School D.

Although the principal's resignation had been predicted by the staff, its timing came as a surprise to all, producing a sense of shock and stunned silence. It was referred to as "kinda sudden," although there had been speculation that "he won't be back next year." The staff generally agreed,

> He was a humanist, a diplomat, who knew how to soothe and smooth over a lot of things. His public relations were well handled. There is a type of person lacking down there now in administration, a certain type of person, easy to go and talk to. Staff does not feel the absence of a leadership figure, but the absence of a sincere listener.

Overtones of the need for a balanced leadership team were inherent in staff comments.

> Our department feels very comfortable about A/P(1), and can go to him on anything. Others can't, feeling somewhat harassed. A balanced leadership team is needed.

> I liked the principal's friendliness. I like not to be intimidated by administration. He didn't pull rank. He didn't push something down our throats. He had a difficult time making decisions. He recognized that he needed an assistant principal to do things he couldn't do himself.

With the departure of the principal, most staff immediately ascribed leadership to the A/P(1). Teachers said,

> The assistant principal is making decisions and he's making them right.

> The school is a tribute to the assistant principal at the moment. He rose to the occasion. When the principal walked out the door the place still ran.

> It's tremendous to work with the assistant principal. Guidelines are there . . . seen! Something is done about it. Action is taken. There is follow-through.

> The assistant principals took up the slack very well . . . filled the vacuum. There is confidence in the assistant principals, despite the extra burdens and pressures they must be carrying.

Nevertheless, an air of uncertainty permeated the staff. The leadership ascribed by the staff to the A/P(1) and responsibly accepted by him was tentative. The assistant principal said,

> Development of new policy is a frustration without permanent leadership. We need an A/V person for coordination, new techniques and experimentation, and could use an aide for some of the work; but we can't get such a person without eroding someone else's position.

Teachers said,

> The assistant principal is doing a yeoman job, yet people are a little uneasy because of fear of the unknown. He is dedicated and diligent, but people still query, "Whom do I go to?" Lack of designation of acting principal didn't make it any easier.
>
> When you need to go to the principal for something, who now? You run in circles. Everything is in limbo. Maybe everybody expects the assistant principal to do it all. There is an intangible comfort in having a figure head who is clearly the leader.

Decision making during the period was continued according to the practices to which the staff had become accustomed. School-wide decisional issues were resolved by the administrative team who sought informal advice from respected and influential members of the staff. Decisions were communicated to the whole faculty by the use of memos which requested feedback should any implications have been overlooked. Evidence of these processes included the following teacher responses:

(a) Concerning decisions made in the front office, with informal input:

Decision making lies essentially with the front office, but other opinions are sought from department heads, teachers, brainstorming. There is considerable overall informal involvement of staff. Often staff wouldn't realize they were being involved in the decisions.

All the control is at the top. If they'd listen to teachers, they wouldn't have the frustration and morale problems.

It is a hierarchy of administrative leadership, centered in the hands of a few individuals. There is no overall participation as a result, and we had some good people who were not being used effectively.

What courses people are going to teach is a problem. Decisions are made by the administration as is their right by contract. Yet, some teachers are stuck with freshmen and express concern that they are always teaching at the same level and the same subjects. They never ask people what they would like to teach here.

There is no formal shared decision making, but informal decision making for resolution of issues. Administrators check out with each other the implications of issues.

There are people on staff who are respected, and the assistant principal listens to them. We've seen our recommendations and decisions, offered informally, implemented by him.

It is recognized that we have expertise--people held in high esteem professionally by others on the staff. Their opinions are highly respected and solicited. There's not a direct line you have to go to a department head. You confer with individuals who are knowledgeable. Look for those key people.

In teacher assignments there is no participative decision making. Here it is! Here you go! You don't water down, you demand extra. What you demand is what you get.

> I recommended Monday morning meetings of the administrative team at the outset of the school year . . . to be brief or lengthy as the need arose. It did not happen though . . . a limbo thing. We do things on a day-to-day basis. We discuss, but not formally.

One of the administrative team noted the following policy "untouchables" with which the EIC should not be faced:

1. Teacher assignments: Input, discussion is O.K., but the decision is a management right.
2. Schedules: Guidance provided the expertise and the legwork, but administration must make the decisions on room changes, certification, discipline areas, and assignment.
3. Evaluation: Departmental chairpersons must be involved with this, but the administration still has the bottom line.
4. Finance: Implementation of the master contract.
5. Corrective action: This must remain exclusively with the administration.

(b) Use of memos for communication and request for feedback:

> The assistant principal has distributed memos widely. Some never read them. Others do and respond, e.g., memo for scheduling. Clip individual assignments and send to each teacher with a copy to the departmental chairperson. "Any questions, come and see me personally." Teachers are given the opportunity to have input at the outset, but are told, "No deals!"

> The assistant principal puts out memos . . . "See me if you have comments," . . . early enough in advance to be realistic. For example, the exam schedule and the teacher development plans. If some feel threatened to respond, and they do, they will do so anonymously or through a third person.

> Memos are placed in our mail boxes . . . so impersonal. It almost seems that they are afraid to tell you face to face that a decision has been made. Almost afraid to call faculty meetings. Are they afraid that decisions will be questioned?

> A typical memo arrived the other day. It related to tornado drill. It concluded with the comment, "Following a drill, constructive evaluative comments to ensure efficiency and safety will be welcomed by the administration." This is a good example of nonrational, informal decision making.
>
> One of our assistant principals will type a note and put it in my mail box--"Thanks for your efforts!" for example, after homecoming.

A range of memos was examined. All reflected policies developed by members of the administrative team, many seeking informal input from staff. They related to:

Instructions for tornado drill.
Report card day time table and half-day ISE schedule.
Suspension of the school paper until appropriate management practices were introduced.
Semester exams: notice re schedule.
Cafeteria shoplifting policy.
Senior scholarship drive slave day.
ISE time table for ISE day.
Senior failures: policy.

One teacher said:

> People like the decision to be made by someone else and then complain about it. Very laissez-faire. Maybe they feel they have no control over decisions, so why try? But with the assistant principals there are opportunities for change, and people have to learn that.

There is no doubt that the administrative team at School D enjoyed the confidence of staff in their handling of student discipline issues. Staff said,

> Discipline has been tightened by the assistant principal in recent years. A lot of people may not agree, but he had made it easier for teachers to function. Students know exactly where they stand, and that is vital.

> There are very few discipline problems. There is very good backing from the administration, and the times have changed too. Back to the traditionals and the basics, and the attitudes are the same.
>
> The assistant principal's disciplining approach is a major strength. Kids detested it early, but accept it now. The rights of upper-level kids are being protected.
>
> Our discipline/attendance procedures are superb, and that is essential in a school. There are rules and regulations, and that is the way it should be in a school. The assistant principals are the strength. The staff really believe in these guys.

The administrative team at School D believed strongly that major policy issues were the responsibility of administration, but that the implementation of the policy left room for participatory decision making. Thus, the decision to send grades home for PACE students more regularly was an administrative policy decision. Implementation decisions relating to, How often will it be done? What will the grades look like? and How will we do it? were questions to be resolved by the PACE teachers. A parallel was drawn between collective bargaining at the school district level and participative decision making at the school level. At the district level, negotiations took place between teachers and the school board only on permissive and mandatory items related to teachers' salaries, hours, and conditions of work. Many school board policy matters were prohibited items for negotiations. Administrators and teachers at School D took a parallel stance on schoolwide decision-making issues. Many policy matters were deemed to be the responsibility and the prerogative of the administration. Yet the implementation of these policies was considered to be either permissive or mandatory areas for participative decision making. Staff felt that they should be involved in implementation decisions on issues relevant to them. Both staff and administration believed that appropriate avenues for participatory decision making on implementation issues were the EIC, departments, and other groups of teachers, such as PACE and STAE.

The Educational Improvement Committee. The Educational Improvement Committee (EIC) was the representative schoolwide body. It met when convened by the administrative team. Its membership officially included the assistant principals, and teachers representing each of the subject departments and PACE and STAE programs, although no action was taken to ensure representation from each area. As a result, not all departments were represented on the EIC. Music, foreign languages, and business education, for example, had no representative. Meetings were chaired by the A/P(1). The purpose of the EIC was to coordinate instruction across the entire school and to review schoolwide policy which may affect any of the subject areas.

There was no claim that the EIC was a decision-making body. Its function was widely recognized as being an opportunity for faculty input, not for participative decision making. Teachers commented as follows:

In terms of teacher input, it tends to be lip service only. It seems that important decisions have already been made prior to us talking about them. Frustration is always my feeling. When we touch on curriculum issues, we are simply given a chance to express a view. Pretty much decision making by the administration.

The EIC exists because there is a desire for faculty input. Opportunities for the faculty to be used as a sounding board. I don't consider it decision making. Administration will still make the decision. I don't want them to ask for my opinion if their mind is already made up, and there are examples of that. For example, the six-class assignment and drop cycle. Staff were not in favor of it, yet it was introduced. Don't make a pretense of input if your mind is made up. Things like that can be irritating.

I've served this year for the first time. Some of the decisions that come out may not get into operation, as there is still a higher authority. A good opportunity for input, but really a sounding board for airing of opinions. Frustrating, as all in agreement, yet the administration goes in a different direction.

No real power is given to the EIC except to give input on a range of issues. Change comes through the administration.

I don't feel that the EIC has had any real effect. I have not used the committee, but I don't feel that I have to. It discusses important things, like semester exams, attendance policy, and curriculum, but decisions are made regardless of EIC input.

The EIC has no clout. No policy comes from it.

Participative decision making is not encouraged at the schoolwide level. Wishes and desires don't fall on deaf ears though.

The administration doesn't always see the outcome or implications of a proposed decision. We have good input in relation to the final decision. For example, the examination schedule. The administration overlooked some key considerations relating to the practical scheduling of people and rooms. We see certain procedures are more plausible.

The issues handled by the EIC were summarized by one teacher, and included maintenance problems, procedural things rather than instructional change, students' absence policy, reporting home, discipline, scheduling for examinations, and similar things.

Staff members did identify significant benefits arising from the EIC. These included the opportunity to raise items of concern to staff, such as the PACE problems fully discussed earlier in the chapter. Those issues were first aired at the December, 1979, EIC meeting. One staff member said,

> Under the A/P(1) the EIC is starting to do its work; e.g., the PACE/traditional problem was raised there. The A/P has done a very good job, but no earth-shattering decisions have come out of it. Lots of things are aired; maybe that's its role.

Another benefit identified was the opportunity to get the administration's reactions to particular issues. One teacher, speaking of schoolwide scheduling, said,

> The EIC is a very valuable but frustrated committee. There are up-and-coming scheduling and assignment problems now . . . the people who attend are positive in their contributions. There is a chance to truly talk about issues, give input, and get administrative reaction. So I'd say it serves a very useful purpose. Not as powerful as we'd like, though.

Another teacher appreciated its openness. She said,

> The EIC acts as a buffer zone between the administration and the teachers. It has been a vast improvement on what was before. It did a good job until last year. A facilitator for things to happen. It will meet whenever a problem comes up--has never been regular. Open membership is stressed. There is no feeling it is a

> little clique. Teachers do not resent or resist it. They can come, be active, express views and concerns.

This view was extended by another teacher who said,

> Being a member is important. You really find out what's going on, what's coming up, things affecting our area we didn't know before. Discipline, parking, cafeteria, general issues, and you have an input on it. Action is not always taken on the problem though.

Staff saw the potential of the EIC particularly when issues relevant to themselves were raised. One administrator said,

> Minutes go to members who share them with members of their discipline--not held or harbored from staff. All are invited to participate. Some do attend when an issue relevant to them is current. For example, the industrial education people attended when the constraints of the PACE program affected attendance at electives.

Nevertheless, a variety of problems were identified by staff in relation to the operation of the EIC. These included:

(a) Failure of the administration to use the EIC for its own advisement.

> Cost controls in the budget should be talked about at EIC. Teachers don't appreciate the funding constraints. They would if they shared the ideas on the EIC. Should have input into total school budgeting. If there is a functionable group operating, then management should take views to that group for advisement.

(b) Lack of clout.

> Some representatives do not share the outcomes of the EIC with their departments. It's not important enough. It's certainly not on a pedestal. It needs more clout. I don't have the time to waste on it.

(c) Failure to take input seriously enough.

There is some cynicism about committees. Teachers need to see some outcomes to make substitute teachers worthwhile. They feel their input is not taken seriously enough.

How much of what is discussed at EIC gets back to staff? I doubt that much does. If the EIC really wanted to handle the issues, it could. But it is not viewed by any staff member as a vital body. The EIC is consulted--for example, on the total school advisement scheme--but it is not seriously addressing itself to any issues at all.

(d) Failure of administration to appreciate problems.

The further you get away from the unit, PACE, department, etc., the less people understand and appreciate the issues and the problems.

(e) Lack of follow-up of issues at later meetings.

The issues raised at EIC are clearly not being followed up, nor will they be. At the January 21, 1980, meeting, the following summary of agenda items and proposed actions were noted in the minutes;

1. Elimination of vending machines. Canvass other teachers and test feelings. The litter problems would be helped.
2. Posters on lockers create a litter problem. Tabled till next meeting.
3. Are senior students to be exempt from final exams at the end of the year? To be looked into.

None of these issues was listed again on an EIC agenda. Teachers never think about using the EIC as a vehicle. Matters must be acted upon if the EIC is ever to gain credibility.

Who picks up the issue and runs with it? It's not happening. Because even when you do, you can find no result. For example, the study hall issue. When volunteers were sought for study hall, 70 to 80 percent of teachers volunteered, but nothing ever happened about it.

There is a totally new agenda each time. Issues are never re-raised. The new items which prompted the meeting go for so long that the old ones are not followed up.

> (f) Failure to report EIC discussions back to staff.
>
> There is very little reporting back of EIC action to staff. It gives no feeling of involvement to the staff or of resolution of issues.
>
> (g) Lack of teacher accessibility to the EIC.
>
> Not enough of the faculty have access to that committee. They have no awareness of how to approach it or how to get an agenda item on. They are very unaware of its activities and membership. There have been some copies of the minutes. If we've got all the minutes, then they haven't met very often.
>
> (h) Inappropriateness of the meeting time of EIC.
>
> People don't see it as significant enough. It meets at 2:45 p.m., and teachers are burnt out by then. Coaches are not able to be there.

Many of the aspects of the EIC's operation referred to in this section were evident in the EIC's handling of the proposed "Open House" for the second semester. Staff responses described well the handling of the matter, as well as effectively illustrating characteristics of the EIC's operation. Evidence was as follows:

> During the first semester, parents must come and be handed a report card. We need to plan for third quarter policy. [Principal comment.]
>
> The principal is proposing a similar Open House that we had in the first quarter for the spring. Teachers don't want it, but it will still be done on a pilot basis. There is certainly a chance for input, but most teachers say, "Why bother?" Once administration makes up its mind, that's it. If it's something they don't want changed, it won't be changed, even if we all want it.
>
> If the EIC is strongly saying something, then the strong position should be incorporated into the

> decision. For example, there is a program in the fall to bring in parents from 3:00 to 8:00 p.m. Teachers are set up in the gymnasium in booths. Darn good 88 percent turnout, then 82 percent, then 75 percent in three years. Pretty satisfactory result. There is a plan now to have a spring one, but teachers see it as an overkill. Yet I think we are going to have to live with it, despite a strong statement from the EIC. The administration will override the EIC.
>
> The Open House was not held in the spring. Maybe report cards were late. There was certainly teacher talk about it in the lounge. It was prevented from happening.
>
> The Open House was not a big issue. It was an example of where the administration might have listened to the EIC. May have been receptive to faculty input. I would have been surprised if it had gone ahead. A second exercise would have been only half as effective.
>
> We had to put the Open House off. By contract it could have only been done during the day, and that wasn't feasible. The majority of staff were against it. We ran an ISE day in its place.

It was significant to note that the committee on individualization at district level encouraged the decision-making role of the EIC by referring back to it the potential implementation of the advisor-advisee scheme throughout the whole school. At its meeting on March 24, 1980, the EIC considered this matter by referral from the committee on individualization. The following minutes were recorded:

> The meeting was entirely devoted to the systemwide committee on individualization discussion on advisor-advisee programs. The assistant principal and guidance counselor discussed the meeting they had attended, and it was stated that the superintendent has suggested that members of the committee work with the committee on individualization to establish a steering committee to study all aspects of formulating an advisor-advisee

> program. In April, three faculty members will be attending a workshop in St. Louis. It was decided to table any further planning until these people return from the workshop and make their report. The assistant principal stated that this committee [the EIC] will have the opportunity to develop ideas and to share in the implementation.

During the research visit to School D, then, it became clear that:

> The EIC is not viewed as a significant school body. It meets irregularly, no clear patterns of two-way communication are operating between the committee and teachers, its agenda items lack pattern and purpose, and issues raised appear not to be adequately followed through. It is neither a decision-making body, nor an information-sharing body. It is rather an occasional forum for the purpose of acting as a sounding board, with many staff unaware of its membership and functions through lack of interest.

The Committee on Individualization. The establishment and operation of the committee on individualization was described comprehensively as the decisional issue at the outset of the section on School D in this chapter. All that is required at this stage is to summarize the evidence relating to the formation of the committee, the role it was being called on to undertake in relation to the high school, and staff reactions to the decision-making and leadership aspects of that role.

In relation to the formation of the committee, the following observations were made:

The committee establishment was the final strategy in a search for leadership subsequent to the departure of the assistant principal (PACE).

> People have never questioned the operation of PACE before. The leadership of the assistant principal was there. You followed what he was saying. People looked then to a succession of leaders: the coordinator, the principal, the assistant principal, the school board, the superintendent. If the designated leader does not act, then someone else is ascribed the leadership. As the superintendent did not have the day-to-day awarenesses, he established the committee on individualization to become the decision-making authority, under his own leadership.

The general role of the committee was expressed by the superintendent in a memo to the high school administration on February 1, 1980, as follows:

1. To share ideas on individualization.
2. To provide program liaison between the elementary schools, the middle school, and the high school.
3. To monitor progress of district individualized programs.
4. To confront and deal with problems of individualizing which we may encounter at all instructional levels within the district.

Consideration of these purposes at the first meeting of the committee led to the formation of an inventory of issues for consideration at elementary, middle school, and high school, with the strong agreement "to first turn its attention to the most important high school issues," as listed:

These immediate decisions need to be made:

1. Credit deficiencies (make up)
2. Advisor/Advisee (scheduling advisors)
3. Schedule
4. Dual assignments and time 1/2 PACE, 1/2 traditional
5. Waiver policy
6. PACE assignments and utilization of time
7. Section numbers
8. Test/Retest/Retake

All of the above were summarized into these major issues:

1. Policy related to credits
2. Scheduling
3. PACE (intent/procedure)

The fact of focusing on the high school was the immediate need for resolution of imminent issues.

Staff reaction to the decision-making and leadership aspects of the committee's role in relation to the high school were as follows:

> The committee is too political right now. People from other buildings in the district do not always help either.
>
> The committee is known to be sympathetic to, and supportive of, the individualization process.
>
> Those most involved in the issues are not involved in their resolution.
>
> There is concern that membership of the committee on individualization is inappropriate for the making of decisions relating to the high school. It is too far removed from us, from the trenches.
>
> Too many on the committee let the superintendent hear what he wants to hear, not how it is. There is a lot of political intervention.

Summary for School D

Varied problems associated with the PACE program were identified as a significant decisional issue at School D. Other current issues were nominated. Schoolwide decision-making practices and leadership behaviors were presented through actions of the administrative team, the EIC, and the committee on individualization at district level. The propositions that emerged during the research visits to School D are presented to conclude this section.

School-Based Propositions for School D

The following propositions emerged through interview, observation, and document analysis at School D:

Decision Making.

1. Identification and clarification of the nature of problems:
   a. Decision making becomes less participative and subject to greater criticism from those it will affect the further removed it is from the scene of action. Issues should be identified and clarified by those most affected.
   b. Schoolwide decision making is not nearly as inviting or as powerful for staff as unit level decision making in their own teaching units.
2. Formulating and weighing alternatives:
   a. Hierarchical effects are evident on schoolwide and districtwide representative bodies. Real feelings are not expressed, input is reduced, and the "heavy hierarchical hand" is felt even if it is not intended.
   b. When decision making is carried out by an administrative team, considerable informal involvement of respected and informed staff takes place.
3. Making the decision choice:
   a. As policy matters at school district level for collective bargaining purposes are divided into mandatory, permissive and prohibited, so at schoolwide level there may be a strong case for considering mandatory, permissive and prohibited items at policy and implementation levels, so that school staffs are assured of input on those issues that affect their day-to-day activities.

   b. If the majority of decisions at the schoolwide level are made by the administrative team, then teacher morale suffers through lack of use of the interest, expertise, and experience of staff, and the lack of recognition of teacher needs.

   c. Members are skeptical of the real democracy of any decision-making group where the members are selected by the hierarchical leader of the decisional arena in which the decisional issue is relevant.

4. Implementing the decisional choice:

   a. A representative schoolwide body loses the support of staff if there is no follow-up of agenda items at subsequent meetings, or if there is procrastination in implementation of the decisions made.

Leadership.

1. A visible, decisive leader is necessary in an institution for it to be effective. If the designated leader does not act, or moves away from the leadership arena, someone else is ascribed the leadership role. Staff endorsed the concept of a leadership team.
2. If the leader works hard himself, he gets a better response and output from staff.
3. Outstanding leadership in one area of operation, e.g., discipline, helps a leader's acceptance by subordinates in areas of lesser noticeable ability.

Review of the Presentation of Data

In this chapter, the data from each of the four schools included in the study were presented. Decisional issues identified within each school were nominated. One typical decisional issue was described in detail for each of the schools in order to place the decision processes and leadership behavior in context.

Individuals and groups involved in schoolwide decision making and leadership were discussed and data relating to them were presented. School-based propositions relating to decision making and leadership were enumerated.

CHAPTER IV

REVIEW OF THE LITERATURE

This chapter consists of the presentation of formal theory related to the study. Decision theory is presented first. Basic theoretical constructs are outlined, followed by significant research findings which related to the data presented in Chapter III. Leadership theory is then discussed. Concept definition and major findings concerning leadership which related to the data of this study are identified. Because role functions emerge from the data consistently, role theory is then described. Awareness of the school-based propositions determined the selection of appropriate aspects of these theories. Thus, the literature review is restricted to selected theoretical constructs and research findings that are relevant to the data collected in this study.

Decision Theory

Decision making is a fundamental process in administration and therefore is one of the basic skills required by administrators. The importance of this process in educational organizations had been recognized (Dill, 1964; Gregg, 1957; Griffiths, 1959), and researchers have developed important theoretical constructs based on the concept of decision making as a linear, rational process. Lipham (1974, p. 155) defined decision making as a rational process "wherein awareness of a problematic state of a system, influenced by information and values, is reduced to competing alternatives, among which a choice is made, based upon estimated outcome states of the system." As shown in Figure 4.1, the dimensions of decision content, decision stages, and decision involvement are three basic considerations in the decision-making process as described by Lipham. They are central concepts in this study.

Decision content refers to "what" a decision deals with and relates to six functional areas of educational administration: curriculum and instruction, staff personnel, student personnel, finance and business management, school plant services, and home-school-community relations. Decisions, depending on their complexity, may deal with one or more of the content areas. In a similar fashion, the scope of content may vary according to levels of the organization. While some decisions are made at the instructional level, others are made at schoolwide or district levels. This study focused specifically on decision content at the schoolwide level.

Decision involvement concerns "who" is involved, and to what extent, in the decision-making process. Figure 4.1 highlights the major intraorganizational groups and individuals who participate in decision making. It includes the board of education, the school superintendent, central office personnel, the principal, teachers, and students. The data in the study reveal involvement by each of these groups and individuals.

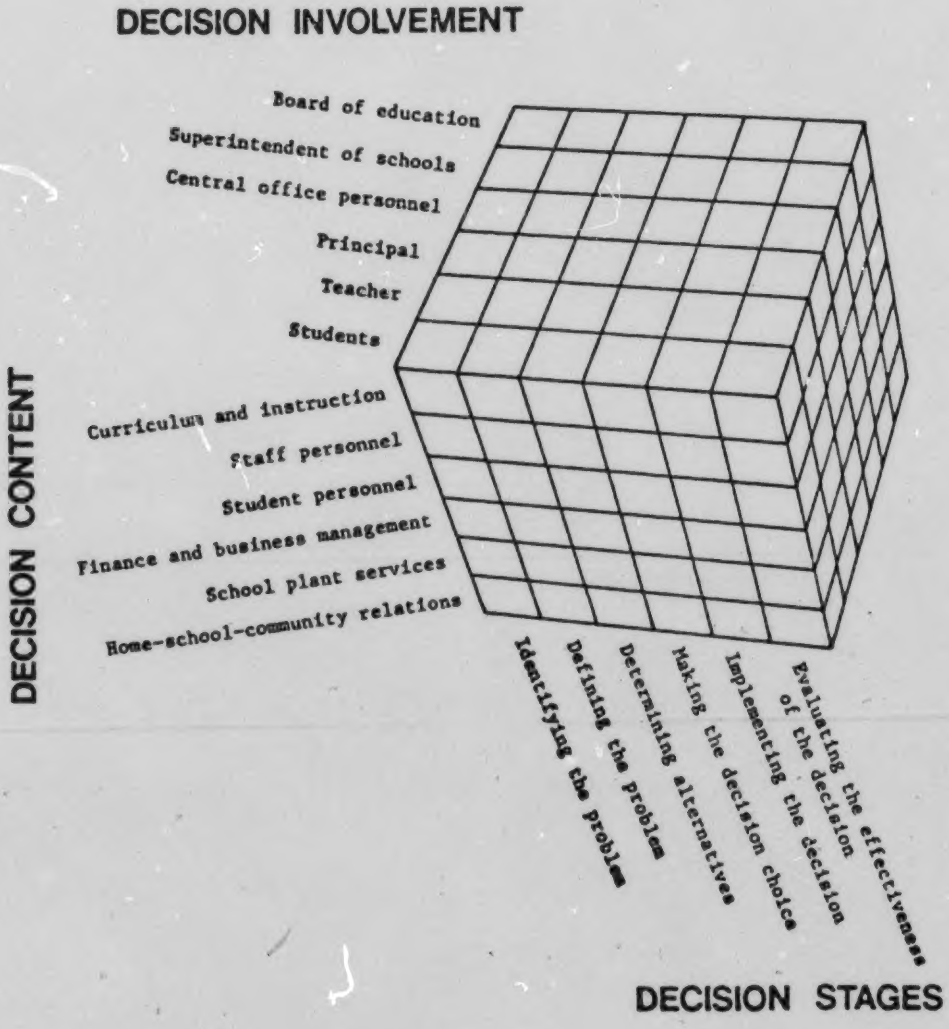

DECISION INVOLVEMENT
Board of education
Superintendent of schools
Central office personnel
Principal
Teacher
Students
DECISION CONTENT
Curriculum and instruction
Staff personnel
Student personnel
Finance and business management
School plant services
Home-school-community relations
Identifying the problem
Defining the problem
Determining alternatives
Making the decision choice
Implementing the decision
Evaluating the effectiveness of the decision
DECISION STAGES

Figure 4.1. Basic Dimensions of the Decision-Making Process.

Adapted from: Lipham, J. M., Improving the decision-making skills of the principal. In J. A. Culbertson, C. Henson, & R. Morrison (Eds.), Performance objectives for school principals. Berkeley, California: McCutchan, 1974, p. 106.

Decision stages refer to "how" a decision is made. Lipham's model identified six stages of decision making which include the following:

1. Identifying the nature of the problem
2. Clarifying and defining the problem
3. Formulating and weighing alternatives
4. Making the decision choice
5. Implementing the decision solution
6. Evaluating the effectiveness of the decision

A systems model (Lipham, 1974) which includes these stages of decision making is presented in Figure 4.2. The model further indicates the influence on these stages of the amount, form, and flow of information, the societal, organizational, and individual values, and the pressure of feedback.

Significant research findings that relate to aspects of decision making inherent in the data collected from the four schools are presented next. The findings are grouped in a sequence of categories into which the data appear to fit naturally.

Categories of Decision Making--Definitions

Rogers and Shoemaker (1971) dichotomized decisions made in group situations into authority decisions and collective decisions. Their categorization was based on the degree to which members of an organization participated in the decision-making process. Authority decisions were initiated or controlled from the peak of the

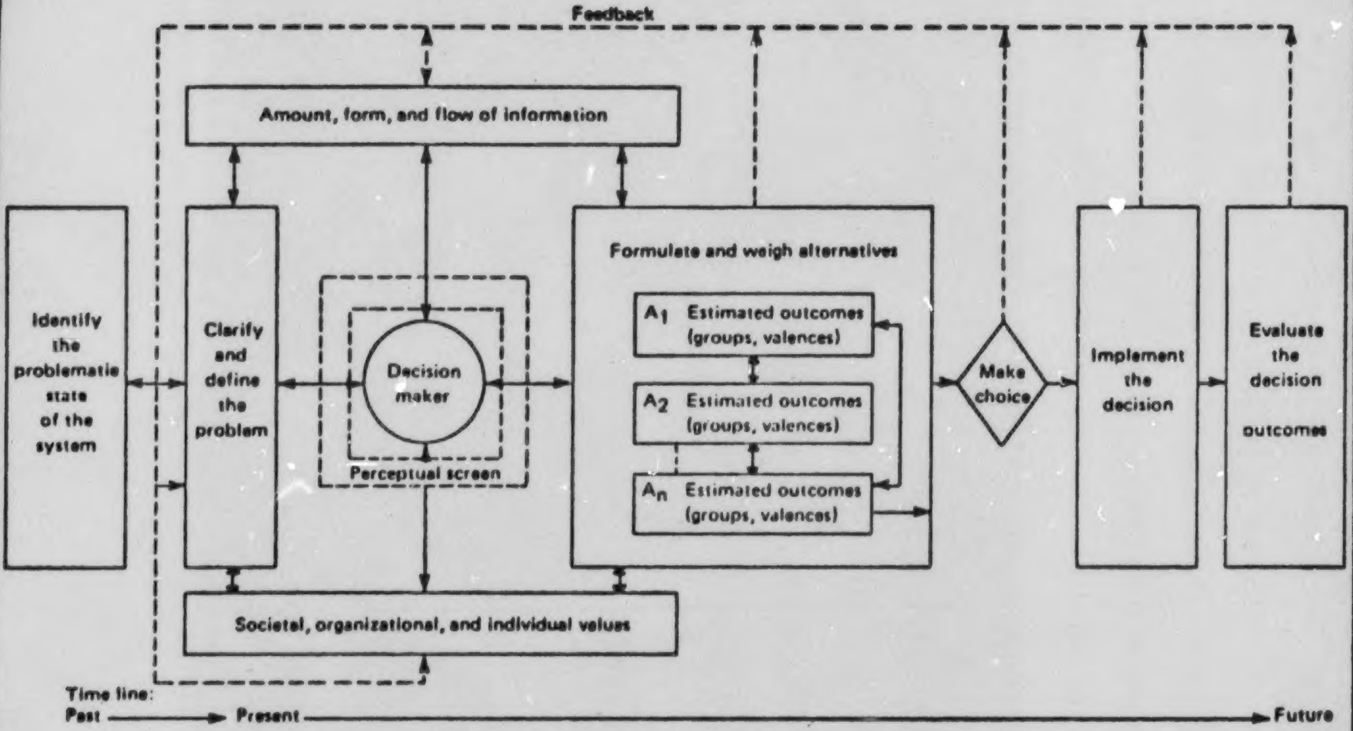

Feedback
Amount, form, and flow of information
Identify the problematic state of the system
Clarify and define the problem
Decision maker
Perceptual screen
Formulate and weigh alternatives
A_1 Estimated outcomes (groups, valences)
A_2 Estimated outcomes (groups, valences)
A_n Estimated outcomes (groups, valences)
Make choice
Implement the decision
Evaluate the decision outcomes
Societal, organizational, and individual values
Time line:
Past
Present
Future

Figure 4.2. Stages in the Decision-Making Process.

Adapted from: Lipham, J. M. Improving the decision-making skills of the principal. In J. A. Culbertson, C. Henson, & R. Morrison (Eds.), Performance objectives for school principals. Berkeley, California: McCutchan, 1974, p. 88.

organizational hierarchy. In collective decisions the decisions were made by all or a majority of the members of the organization. Because schools are hierarchical organizations and the principal is required to assume ultimate authority and responsibility, decisions at the schoolwide level are authority decisions, initiated or controlled by the principal. Rogers and Shoemaker further identified two subcategories of authority decisions: decisions with member participation (the participative approach) and decisions without member participation (the authoritative approach). In the participative approach there is a wide sharing of viewpoints with decisions being made only during or after consultation with those who will be affected by the decisions. In the authoritative approach unilateral decisions are made by the principal.

Crane (1976) used the following definition of participative management in a study involving 70 of the largest United States companies:

> Participative management is a term used to describe an approach to management in which the subordinates in a particular situation are allowed and encouraged to participate in decisions which will affect them.

Lowin (1968) stated that participative management means "a mode of organizational operations in which decisions as to activities are arrived at by the very persons who are to execute those decisions."

Participative Decision Making--Three Levels

Mohrman et al. (1978) drew on Parsonian theory to hypothesize that there are qualitatively different types of decisions made within the various levels of an organization's control hierarchy: decisions related to the organization's adaptation to the larger social systems (institutional), decisions regarding such issues as the procurement and disposal of resources (managerial), and decisions related to the productive operation of the organization (technical). Previous work (Bridges, 1967) suggested that teachers felt that they should have more participation in technical decisions that were central to their professional tasks than in managerial decisions. Mohrman et al. confirmed this finding. Teachers reported greater deprivation regarding managerial decisions, however, despite associated evidence that teachers derived little satisfaction from such participation. Mohrman et al. proposed the need for a third domain of decision making to integrate the other two domains that operate in schools.

Blau and Scott (1969) reported Parsons' suggestions that there were clearcut breaks in the hierarchy of authority and responsibility between the three levels. Only within a level could the superior supervise the work of subordinates and assume responsibility for it, since the differences in function between the levels were too great to make supervision of the lower by the higher possible.

The loosely coupled model (Hannaway & Sproull, 1979) suggested that an organization is not held tightly together by observable, behavioral connections, but that its subsystems are loosely articulated. The connector elements are not observable control behaviors such as negotiation, but are instead low-level procedures and beliefs about the organization of schooling. Thus, teachers operate relatively autonomously in their classrooms; principals operate relatively autonomously in their offices; and schools function without the district coordinating or controlling, to any large extent, the technical tasks.

Speed (1979) examined teachers' perceptions of who is and who should be involved in making selected educational decisions. He confirmed Mohrman's finding that teachers exhibit greater decisional deprivation in regard to managerial than they do in regard to technical level decisions. Actual levels of involvement were significantly higher for technical than for managerial issues.

Chamberlain (1975) reported that teachers and principals agree that teachers ought to participate to a greater degree in decision making but that teachers see a larger discrepancy between what is and what ought to be than principals do.

Young (1973) reported that teachers aspire to higher levels of participation than they report that they have. They do not want to assume authority roles, however, regarding school administration, districtwide matters, or control of their profession.

The philosophy and organization of the school affect the decision-making process (Wright, 1976; Feldman, 1977; Moyle, 1977; Watkins, 1978). Hence, schools should be structured to provide opportunities for those affected by a decision to participate in making it. Moyle (1977) found that there is considerable satisfaction with the manner in which decisions are made by schoolwide decision-making bodies in elementary schools. Moreover, a climate which encourages innovative thinking, openness, and frankness among members of schoolwide decision-making bodies was found to be essential. In some schools, however, the principal is perceived as making too many decisions unilaterally, or attempting too strongly to influence decision outcomes.

Advantages of Participative Decision Making

Five major advantages of participative decision making include: human growth and development, more willing acceptance of decisions, enhanced quality of decisions, enhanced sense of belonging, and the satisfaction of teachers' desires for democratic structures.

Human growth and development are encouraged. Dachler and Wilpert (1978) reported on several recent theories of human behavior that focused on personality growth, development of human potential and efficiency, and mental health in the context of organizations (McGregor, 1960; Argyris, 1964; Likert, 1967). These theories include participation as one among several means of overcoming the debilitating effects of traditionally designed organizations on their members. The theories propose a basic hierarchy of needs which culminates in a need for self-actualization or growth (Maslow, 1954; Alderfer, 1972).

Melcher (1976) also supported McGregor's belief that participation encourages subordinates' growth and ability to accept responsibility, provides opportunity to increase satisfaction and motivates the achievement of organizational objectives. Melcher also supported the view that participation contributes to greater independence and the ability to gain recognition from peers and superiors.

Duke, Showers, and Imber (1980) identified feelings of self-efficacy as a benefit arising from a participant's impact on the outcome of the decision-making process. They quoted Braverman's argument (1974) that worker involvement in workplace decision making promises to reverse the degradation of work that has characterized twentieth century employment.

More willing acceptance of decisions is evident. Melcher (1976), in a critical review of research findings, reported that participation in decision making sharply increases the acceptance of decisions. This is most dramatic where changes from traditional beliefs or habits are involved.

Duke et al. (1980), reported that 17 respondents in a sample of 50 teachers volunteered the notion that teachers are more likely to comply with decisions if they are involved in making them.

March and Simon's work (1963) on policy formation stimulated the McGivney and Bowles (1972) model relating goals to the decision-making process, as shown in Table 4.1. The degree of agreement on goals--shared, changeable, or negotiable--is matriced with the mode of the decision-making process--rational, persuasion, bargaining, or power play politics--determining the degree of effectiveness of each mode. The resultant degree of agreement--consensus, cooperation, coalition, or conflict--may influence the degree of policy acceptance and implementation.

Neiner (1978) reported that change strategies should provide for continual shared decision-making processes to ensure staff ownership of the outcomes and of the programs that develop. This process generally ensures that the resulting decisions are implemented successfully.

Quality of decisions is enhanced. Piper (1974) compared decisions made by individuals with those made by group participation. He found that decisions made by group discussion and agreement (consensus) are more correct than decisions made by the same individuals acting alone; that decisions made by individuals using information and advice from others (participative decision making) are more correct than decisions made by the same individuals acting alone; and that the decisions arrived at through either of the two models are not only better than the initial judgment of the decision

TABLE 4.1

FOUR CONFLICT RESOLUTION MODES AND GOAL CONVERGENCE-DIVERGENCE*

Degree of Goal Congruence Modes of Conflict Resolution	Goals Congruent	Goals Changeable	Goals Negotiable
Rational Search	Yes	---	---
Persuasion	No	Yes	---
Bargaining	No	No	Yes
Power Play Politics	No	No	No

---

*Source: McGivney, J. H., & Bowles, B. D. Political aspects of P.P.B.S. in planning and changing. _Journal of School Administrators_, 1972, _3_(1).

maker, but are also frequently more correct than the decisions of any of the members of the group.

In the study by Duke et al. (1980), 19 of 50 teacher interviewees expressed the belief that higher quality decisions resulted when teachers were involved, even though this was not one of the three benefits on which response was sought by the researchers.

Hoy and Miskel (1978) stressed that if the objective of participation is to improve the quality of the decisions, then more involvement at early stages seems desirable. They asserted that use of ideas and information gained from teachers improves the quality of decisions.

Teachers' sense of belonging is enhanced. Schmuck and Blumberg (1969) reported that development of a sense of ownership of the school occurs when decision-making structures involving teachers are introduced. When a person can control his environment he tends to become proprietary about it. On a school basis this can be translated into organizational loyalty and concern for school goals. Chase (1952) reported from his study of 1,800 teachers in 216 systems in 43 states, "Teachers who report opportunity to participate regularly and actively in making policies are much more likely to be enthusiastic about their school systems than those who report limited opportunity to participate."

Teachers' desires for democratic structures are met. Ambrosie and Heller (1972) argued that the desire for teacher involvement in contemporary educational practice had been clearly demonstrated by an increase in the number of states passing mandatory negotiation laws. Alutto and Belasco's (1969) historical comparison of the contracts of several established teacher-school board collective bargaining relationships in several large cities indicated the broadening of teacher involvement with each succeeding contract. They recognized that since many issues of relevance are best resolved on a local school basis, then there are strong pressures for separate negotiating units in each school building. School bargaining units would encourage each principal to negotiate meaningfully and directly with his or her teachers on matters concerning educational practice.

These trends were confirmed by Nicholson and Nasstrom (1974) who analyzed the effect of collective negotiations on teacher roles. Their data supported the notion that professional negotiations tend to affect the decision-making process used by principals. On the other hand, Duke et al. (1980) found that efforts to decentralize decision making and to involve teachers as individuals rather than as representatives of a united profession could be regarded as threats to the current position of strength enjoyed by teacher organizations.

General. Haynes and Garner (1977) reviewed developments in sharing administrative decision making. They asserted that as the principal shares leadership with his or her staff, and as members of the institution define common goals, plan together, and develop group feelings and teamwork, the following outcomes occur:

> Teachers become more responsible.
> The group develops self-discipline.
> The group's leadership skills increase.
> Teachers initiate more activities and programs.
> The principal finds more acceptance for his ideas.
> The staff express more satisfaction with the school.
> Teacher performance improves.
> The principal receives high ratings from teachers on his professional leadership.

Crane (1976), in a comprehensive review of the case for participative management, listed the following benefits. Participative management:

> Serves as a means of management development.
> Secures commitment to action.
> Brings more expert knowledge to bear on the decision.
> Provides more valid viewpoints because persons closest to the situations are involved.
> Develops interest and enthusiasm of subordinates.

Thierbach (1980) and Flannery (1980) reported teachers' perceived levels of influence in the decision-making process to be related to their level of job satisfaction. Job satisfaction also was positively and significantly related to decision condition. According to Watkins (1978), a high level of staff participation in the decision-making process is characteristic of schools implementing programs of individualized schooling, is perceived by staff to be much higher than in traditional schools, is a significant factor in the successful implementation of innovative instructional programs, and contributes highly to staff satisfaction.

Constraints in Participative Decision Making

Seven major constraints regarding participative decision making have been identified, including hierarchical constraints, limited impact on nonparticipants, distance from the point of implementation, involvement in too many decisions, irrelevance, group problem solving concerns, and poor implementation of decisions.

Hierarchical constraints are inherent. Researchers have noted the constraining effects in participative decision making of the principal's presence in groups, the structure of the school, the unequal availability of expertise and information, distrustful attitudes to authority, status differences, "ownership" of issues by the principal, and the introduction of consultative decision making without influence. These effects illustrate the impact of centralization (hierarchy of authority) and stratification (status system), two of the organizational means identified by Hage (1965) in his axiomatic theory of organizations.

Bridges (1969, p. 57) reported on a study relating to the effect of the principal's presence in a group. Twenty groups of teachers were given the same problem to solve, ten with the principal present and ten without the principal. The groups without the principal present were significantly more productive and efficient and showed a significantly greater amount of risk-taking behavior than the groups in which the principal was a group member. Bridges argued that the biggest pitfall to be avoided is the tendency of the groups' thinking to conform to the leaders'.

Argyris (1966, pp. 84-97) reported similar findings in his study of interpersonal barriers to decision making. He suggested that executives can increase risk taking by subordinates by withholding evaluation and criticism of proposals and by avoiding a show of surprise when unusual ideas come forth from the group. Argyris studied executive decision making in six representative companies. One major finding was that when issues are introduced by the president there tends to be less than open discussion, and the commitment of officers tends to be less than complete (although they may assure the president to the contrary). Executive committee members naturally "go along with the president's personal baby." Members of the executive committee were high in conformity and low in openness to uncomfortable information, risk taking, trust, and capacity to deal with conflict openly. Where conformity was agreed to be high, the reason given was the necessity of agreeing with the man "who is boss." Another result found in all organizations was the tendency for executives to be unaware of the negative feelings that their subordinates have about them (not all feelings were negative, of course). In addition, the forces toward ineffectiveness operated most strongly during important decision-making meetings. The group and organizational defenses operated most frequently when they could do the most harm to decision-making effectiveness. Argyris listed the defensive activities as restricted commitment, subordinate gamesmanship, lack of awareness, blind spots, distrust, and antagonism.

Artis (1980) found that administrators determine the effectiveness of faculty, parent, and student advisory forums by using or not using the input of these groups when making decisions.

The administrative structure of the school may combine with the principal's hierarchical position to act as a constraint in decision making. Ambrosie and Heller (1972) examined the relationship between the personality of the secondary school principal, his or her leadership style, and teacher perception of participation in decision making. In attempting to explain the lack of a significant correlation between teacher participation in decision making and the principal's nonauthoritarian personality, the researchers suggested that the constraints imposed by the structure of the educational organization may be too great. The structures may impede the development of an egalitarian climate when subordinates participate in an organizational process such as decision making. The researchers proposed also that nonauthoritarian principals may be to blame by masking their true behavior. With masks off they are often either "benevolent despots" or "paternalistic individuals doing good things for . . . individuals and receiving right of power from them" (p. 12). Ambrosie and Heller suggested that even if the personalities in an organization are ready to move to a position of rational equalitarianism, the organizational structure impedes this type of system-worker behavior. Administrative controls have a tendency to become fundamentally autocratic.

Mulder (1971) criticized the assumption that participation of the less powerful in decision-making processes results in an equalization of power or a reduction of power differences in a hierarchy. He stressed that managers and top specialists have more expertise and information about problems pertaining to their organization than other organization members, simply because they spend more time on such problems. Mulder asserted that a "formulation which proposes that participation is reduction of power inequality is too rough to be true" (p. 32). Duke et al. (1980), similarly reported, "rarely can a real shift in power be detected" (p. 104).

Schmuck and Blumberg (1969, p. 93) referred as follows to the status relationship that exists between teachers and principals:

> This is a very complicated issue. Its roots are probably found in long standing distrustful attitudes about authority figures that most of us have developed. People tend to be able to live more or less comfortably with these attitudes--in effect they don't surface--as long as the authority figure behaves in a manner that is expected. In the case of the school principal the behavior would probably involve benevolence, relatively unilateral decision making, and closedness as far as exposing emotionality is concerned.

Schmuck and Blumberg also said (p. 94),

> When teachers are confronted with perceptions of a principal's behaviors that are at variance with what they have come to expect, it is quite understandable that they should be distrustful. The great bulk of their experience has taught them that not only don't authority figures behave democratically and trustfully but that in many instances they shouldn't. Our interpretation of teachers' behaviors under these circumstances is that in order to protect themselves from the risks implicit in potential engagement on different terms they characterize the principal as phony or as "playing a game."

Blau and Scott (1962, p. 7) concluded that status differences tended to reduce criticism of superiors. "The subjects are bound to their ruler by traditional feelings of personal loyalty and other cultural beliefs about the social order that reinforce his position." Hage (1965) reported similar findings in relation to the organizational variable of stratification: "Stratification makes employees work harder, but they do not like it, and it tends to turn them into organizational men who will not criticize superiors for fear of loss of advancement (p. 298). Duke et al. (1980, p. 98), quoted Anderson's (1968) analysis of school bureaucracy.

> A teacher concerned about his career will minimize his area of individual responsibility when there is any possibility of incurring the displeasure of his superiors. Minimizing responsibility is a way of protecting oneself and ensuring a favorable report by supervisors and principals.

Duke et al. (1980, p. 94) concluded as follows:

> Involvement in school decision making could increase the likelihood that a teacher might become known as a trouble maker or a malcontent. Teachers who seek career advancement might simply avoid such situations and bide their time until an administrative opening appears.

Either the principal's selection of staff to participate in schoolwide decision making or extended periods of time served by teacher nominees on schoolwide decision-making bodies quickly develops "somewhat of an inner circle." Schmuck and Blumberg (1969, p. 96) point out that such members:

> automatically have easier access to the principal than do other members of the faculty. This suggests that unless this development is foreseen and plans made to deal with it, a potentially large group of teachers may drift more and more into the periphery of the organization. Concomitant with this movement, the likelihood exists that the principal will be charged with "playing favorites."

Researchers identified concern among teachers when teachers realized that pretense of allowing participation was being substituted for genuine participation. The feeling on the part of teachers that participation is encouraged only for the sake of securing assent to decisions already made may produce more dissatisfaction than satisfaction (Chase, 1952, p. 3; Mulder, 1971).

Brittenham (1980) reported that the principal and other leaders must be perceived as allowing the decision involvement process to be legitimate.

Ownership of issues by the principal constrains participative decision making. Ambrosie and Heller (1972, p. 8) argued that the longer a person occupies the same position with power, the more one would tend to preserve what is and what one thinks should be, rather than what ought to be or others think should be. Fahey (1971), in a description of attempts to share power among all participants in an individual school, found that the initiator of the shared power structure should involve all participants in the planning and remove himself from the position of "ownership" as soon as possible.

A recurring theme in the literature regarding hierarchical effects on decision making relates to the degree of influence granted to participants in decision making by the principal. Consultation, participation, and involvement are placed by researchers (Likert, 1967; Alutto & Belasco, 1972; Dachler & Wilpert, 1978) on one end of a decision-making continuum which extends to autocratic, unilateral decision making by the principal at the other extreme (decisional deprivation for teachers). The following research findings are relevant:

> Judging from the responses of the teachers interviewed, experience has taught these teachers that, most often, shared decision making does not mean shared influence. Since the benefits of shared decision making accrue, not from mere involvement, but rather from a combination of involvement and influence, it would seem unwise to offer opportunities for shared decision making which do not include provisions for actual influence over decisions (Duke et al., 1980, p. 104).
>
> Some variance of behavior in managers can be attributed to widely shared tendencies to respond to some situations by sharing power and others by retaining it. It makes more sense to talk about participative and autocratic situations than it does to talk about participative and autocratic managers (Vroom, 1964, p. 77).

Participative decision making has limited effects on nonparticipants. Melcher (1976, p. 20) concluded that although participation in decisions sharply increases the acceptance of decisions, "the process of participation affects the attitudes only of those actually consulted; those who stand outside the process apparently aren't influenced."

Participative decision making should be close to the point of implementation. Chase (1952) proposed as a general principle that decisions should be made as close as possible to the point where they are to be put into effect. When this is done it is easier for the persons most directly concerned to share in making decisions.

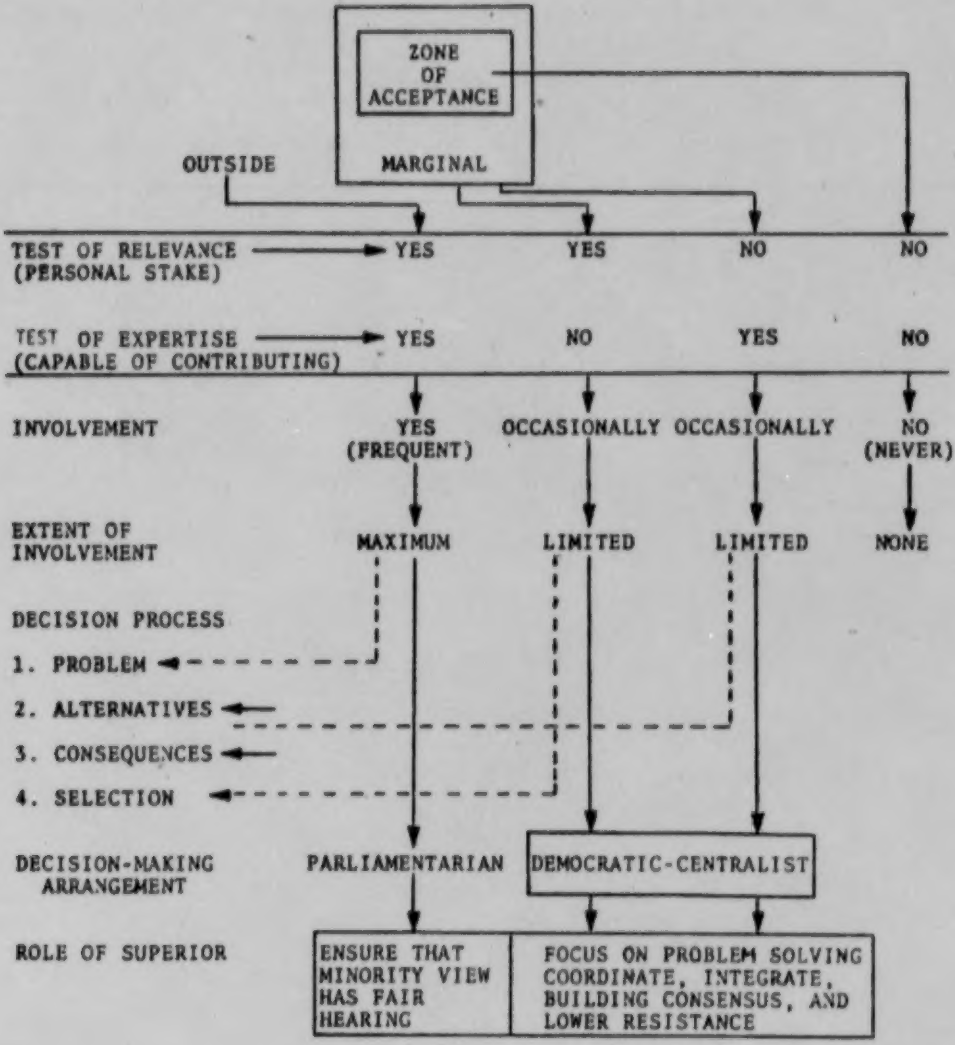
Teachers neither want, or expect, to be involved in all decisions. Teacher interest in participation and the quality of the experience and expertise they possess on specific issues vary. This variability means that some decisions by superiors are acceptable to teachers while other decisions are clearly unacceptable (Figure 4.3). Participative decision making is constrained if there are violations of the teachers' zone of acceptance (Simon, 1957; Bridges, 1967; Clear & Seager, 1971; Kunz & Hoy, 1976; Hoy & Miskel, 1978). Clear and Seager (1971) found that administrators' zones of desired influence were consistently greater than teachers' zones of acceptance. Principals particularly wish to exert influence over areas for which they are held accountable.

Alutto and Belasco (1972) argued that decisional participation can be dealt with effectively by consideration of three conditions: decisional deprivation, decisional equilibrium, and decisional saturation.

Blumberg and Feitler (1972) reported evidence that teachers, as a group, tend to be somewhat more dependent and submissive than the population norm.

> It has not been uncommon for us to hear teachers communicate, in one fashion or another, that they prefer an organizational situation where the principal makes the decisions and they abide by them.

PARTICIPATIVE DECISION MAKING: THE ZONE OF ACCEPTANCE


ZONE OF ACCEPTANCE
OUTSIDE
MARGINAL
TEST OF RELEVANCE (PERSONAL STAKE)
YES
YES
NO
NO
TEST OF EXPERTISE (CAPABLE OF CONTRIBUTING)
YES
NO
YES
NO
INVOLVEMENT
YES (FREQUENT)
OCCASIONALLY
OCCASIONALLY
NO (NEVER)
EXTENT OF INVOLVEMENT
MAXIMUM
LIMITED
LIMITED
NONE
DECISION PROCESS
1. PROBLEM
2. ALTERNATIVES
3. CONSEQUENCES
4. SELECTION
DECISION-MAKING ARRANGEMENT
PARLIAMENTARIAN
DEMOCRATIC-CENTRALIST
ROLE OF SUPERIOR
ENSURE THAT MINORITY VIEW HAS FAIR HEARING
FOCUS ON PROBLEM SOLVING COORDINATE, INTEGRATE, BUILDING CONSENSUS, AND LOWER RESISTANCE

MODEL FOR SHARED DECISION MAKING

Figure 4.3. Model for Shared Decision Making.

Source: Hoy, W. L., & Miskel, C. G. Educational administration: Theory, research, and practice. New York: Random House, Inc., 1978, p. 230.

> There is little evidence, however, to indicate whether this is an inherent preference or results from long standing normative behavior which demands this disposition from teachers.

Participative decision making is constrained if issues are irrelevant to group members. Bridges (1969) stressed that to determine whether a decision falls within the zone of indifference, the principal first must apply the test of relevance of the decision to those affected. Hoy and Miskel (1978) stated that the test of relevance is embodied in the question: "Do the subordinates have a high personal stake in the decision?" If they have a personal stake, the interest in participation usually is high. If there is no personal stake, the subordinates are typically receptive to the superior's directive. Mohrman et al. (1978), based the hypotheses in their study on the assumption (Bridges, 1964) that participation is most appropriate when the decisions are of central concern to the teacher and less appropriate when the decisions are marginal to the teacher's work. Cronkite (1973) found that secondary school teachers did not generally wish to make decisions about activities not seen as closely related to their professional duties. The teachers varied in their preference for sharing decision making with administrators, depending on the particular activity.

Participative decision making is constrained by the disadvantages of group problem solving. Crane (1976, p. 16) reported that participative management is plagued with many of the disadvantages of group problem solving. "Conflicts are likely to occur especially when diverse interests are present in a group. Consequently, a consensus may be the product of the most vocal, but not necessarily the most knowledgeable, members." Schmuck and Blumberg (1969, p. 94) stated,

> Another problem associated with initiating a participative decision-making structure in a school is what some of our colleagues in social psychology see as a lack of collaborative problem-solving skills on the part of teachers--at least so far as working with their peers is concerned. It is fair to say that teachers have been trained to assume a control position and single-handedly direct the activities of a group of children. But they have not been trained to work collaboratively with their peers, nor does the system typically require that they do so.

Participative decision making is constrained by poor implementation of decisions. White, Dittrich, and Lang (1980) raised two questions about relationships in the Duncan (1976) paradigm: Is implementation affected by the procedures used in the problem-solving project group? Is implementation sensitive to the nature of the problem situation? The researchers found that the structured group discussion process produced a significantly higher rate of implementation attempts than did the less formalized and less centralized open discussion group process. This outcome seemed to indicate that attempts at implementation are affected by the problem-solving process. They stated,

> On one hand, an organizational structure with higher complexity, lower formalization, and lower centralization facilitates the innovative decision-making phase. On the other hand, an organizational structure with lower complexity, higher formalization, and higher centralization provides a better context for

> implementation. A major problem for the manager is to structure the organizational setting so that both effective decision making and effective implementation of decisions are accomplished within the same organization (p. 428).

Rational decision-making constraints. Simon (1975) suggested that effective administration requires rational decision making--the selection of the best alternative for reaching a goal. Blau and Scott (1969, p. 11) claimed, however, that rationality is limited for various reasons.

> All the consequences that follow from a given course of action cannot be anticipated; the consequences of action lie in the future and thus are difficult to evaluate realistically. Rationality requires a choice among all possible alternatives, but many of these will never even come to mind and so will not be considered. In short, individuals are not capable of making complex decisions rationally.

Blau and Scott also claimed that Simon's concept of rational decision making "does not include a systematic analysis of those interpersonal processes that are not part of the formal structure. They stressed the significance of informal interpersonal influences on decision-making processes.

Sharples (1975) stressed that decisions are not always made in the best interests of the organization if they appear to threaten the decision maker's position. "Thus, the rationality of a decision is determined not only by the stated objectives of the organization, but also by the self-interest of the decision maker" (p. 57). Sharples further proposed that decision making may be circumscribed by ignorance. "It is very doubtful if it will ever be possible to be aware of all the necessary information and consequences of each alternative considered" (p. 57).

Artis (1980) reported that decision making in schools often tends to correspond with a bureaucratic politics model of decision making. Zimman (1980) found that the principal's interests and political base also impact heavily on the decision-making process of the school.

Summary

In this section basic theoretical constructs in decision theory were presented. Significant findings from recent research were then presented, including the three levels of participative decision making, the advantages of participative decision making, and the constraints experienced in participative decision making.

Leadership Theory

As decision making is a fundamental process in administration, so the associated leadership exercised by administrators is of fundamental importance. Lipham (1973, p. 6) defined leadership as "that behavior of an individual which initiates changes in goals, objectives, configurations, procedures, inputs, processes, and ultimately the output of a social system." Researchers who have examined and discussed leadership behavior have developed several theoretical taxonomies of leadership style. Getzels and Guba (1957) defined three leadership styles--nomothetic, idiographic, and transactional. "Nomothetic or normative refers to emphasis on the sociological or institutional axis of behavior in a social system; idiographic or personal refers to the psychological or personalistic axis of behavior; and transactional refers to alternate emphasis on each." The three styles are represented in Figure 4.4.

Halpin and Winer (1957) proposed two dimensions of leadership behavior, initiating structure and consideration, which were defined as follows (Halpin, 1957, p. 4):

1. Initiating structure: behavior which delineates the relationship between the leader and members of the work group, and endeavors to establish well defined patterns of organization, channels of communication, and methods of procedure.

2. Consideration: behavior which indicates friendship, mutual trust, respect, and warmth in the relationship between the leader and the staff.

House (1971) derived three categories for describing leadership behavior from Halpin and Winer's work: instrumental, supportive, and participative leadership. He defined them as follows:

1. Instrumental leadership: behavior which delineates the relationship between the leader and members of the work group and attempts to define clearly patterns of the organization without autocratic or punitive control.

2. Supportive leadership: behavior which indicates friendship and warmth towards the work group by the leader.

3. Participative leadership: behavior which allows subordinates to influence decisions by asking for suggestions and including subordinates in the decision-making process.

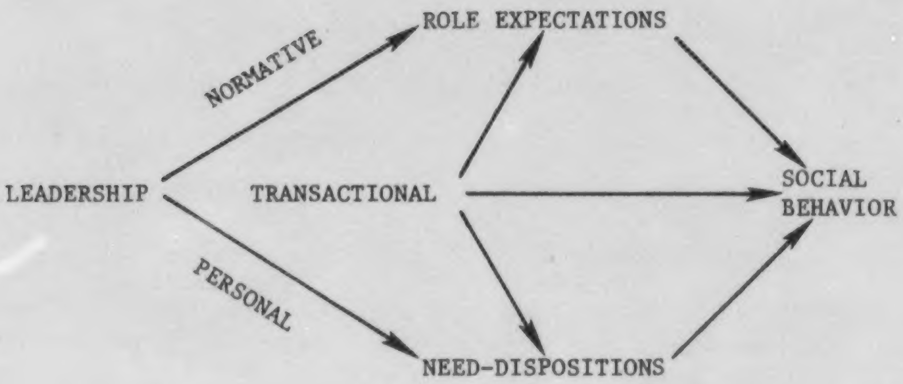

ROLE EXPECTATIONS
NORMATIVE
LEADERSHIP
TRANSACTIONAL
SOCIAL BEHAVIOR
PERSONAL
NEED-DISPOSITIONS

Figure 4.4. Three Leadership Styles.

Source: Adapted from Getzels, J. W., & Guba, E. G. Social behavior and the administrative process. School Review, 1957, 65, 436.

Four dimensions of leadership behavior were developed by Bowers and Seashore (1966), as follows:

1. Goal emphasis: behavior which stimulates enthusiasm for meeting the group's goals or achieving excellent performance.

2. Work facilitation: behavior which helps goal attainment by scheduling, planning, and coordinating.

3. Support: behavior which enhances someone else's feelings of personal worth and importance.

4. Interaction facilitation: behavior which encourages members of the group to develop close, mutually satisfying relationships.

For the purposes of this study the three dimensions of leadership behavior developed by Lipham (1980, p. 11) from the foregoing formulations are appropriate as useful constructs for analyzing the leadership behavior of school administrators.

1. Structural leadership: behavior that emphasizes good attainment through planning, organizing, coordinating, and delineating relations between the leader and the group and among the members of the group.

2. Participative leadership: behavior that fosters both planning and work interdependence and includes group members in the decision-making process.

3. Supportive leadership: behavior that indicates friendship, warmth, and trust, and enhances individual feelings of worth and importance.

Lipham stressed that the administrator must attain an appropriate balance among these three types of leadership behavior.

Significant research findings that relate to aspects of leadership behavior inherent in the data collected from the four schools are presented next. Findings applicable to all dimensions of leadership behavior are presented first. Then, other findings are categorized according to the leadership dimensions developed by Lipham (1980). The data appeared to fit naturally into these categories.

General Findings

Mendenhall (1977), utilizing Bowers and Seashore's four dimensions of leadership, found that when the principal exhibits leadership behavior that is high in support, goal emphasis, work facilitation, and interaction facilitation, then the staff is high in job satisfaction.

Gramenz (1974) used House's leadership dimensions and reported that in schools where principals exercised all three dimensions in sound balance, the instructional program of the school was viewed by teachers as effective. The nature and quality of leadership provided by administrators is directly and positively related to the perceived effectiveness of the decision-making process (Moyle, 1977; Kawleski, 1977; Smith, 1972; Watkins, 1978).

Neiner (1978) reported that educational change required a dynamic instructional leader at the local administrative level. This was normally the principal, but in one case it was the assistant principal for instruction.

Haynes and Garner (1977) reported that the demands on high school principals and the complexity of role and job expectations of district administrators require a more sophisticated approach to administration. They said, "Proper utilization of the concept of team management can assist the leaders' efforts to cope with the ever present list of demands and expectations" (p. 57).

Structural Leadership

Moyle (1977) reported that whereas "structural leadership was exercised with caution by principals, other staff members viewed the principal's structural behavior as a positive leadership attribute" (Lipham, 1980, p. 34).

Pettigrew (1979) defined commitment, following Kanter (1972) and Buchanan (1974), as the willingness of participants to give energy and loyalty to an organization, to be effectively attached to its goals and values and thereby to the organization for its own sake.

Jurma (1979) suggested that structuring leaders actively work to organize and coordinate group interaction.

> They accomplish this by formulating group goals and steps leading to their attainment, clarifying task alternatives, stimulating self-direction among group members, volunteering task-relevant information, and stressing egalitarian behavior among group members. Conversely, nonstructuring leaders are low profile participants in group activities. This nonparticipation forces other discussants to take more responsibility for their group's performance. Studies by Baumgartel, Preston and Heintz, Green, Dansfereau and Minami, and Jurma have concluded that structuring

> leaders are generally more effective and more satisfying for group members than are nonstructuring leaders.
>
> . . . individuals high in task-orientation are effective discussants regardless of whether they work with structuring or nonstructuring leaders. Apparently they are capable of following the direction provided by structuring leaders and providing the missing leadership functions when they encounter nonstructuring leaders. Low task-oriented individuals seem to require the guidance provided by structuring leaders for effective group performance. (P. 295.)

Kunz and Hoy (1976) concluded that at least at the secondary school level, "principals who are reluctant to initiate structure in their leadership behavior appear to be at a distinct disadvantage in moving the organization forward, even if they are considerate." Halpin (1958) stated:

> An effective leader can Initiate Structure without sacrificing Consideration. Yet we repeatedly encounter superintendents who fear to take a stand, who hesitate to Initiate Structure, lest they be accused of being antidemocratic. This is nonsense, for the superintendents who adopt this attitude lose the respect of their staffs; teachers can quickly spot the phony who tries to hide his ineptness in the soggy oatmeal of a pseudo group process.

Although Halpin was referring to superintendents, the same argument seems to apply equally well to secondary school principals in the present sample.

Participative Leadership

Daresh (1979) reported that Smith (1972) described leadership behavior according to Halpin's two dimensions of initiating structure and consideration. "Smith examined 36 IGE schools in Colorado and Wisconsin and found that while the initiating structure behavior of the principal was important, the IIC was viewed as more effective if the principal was high in consideration behavior. Thus, he concluded that IICs tend to be effective when the principal exhibits a primary concern for the comfort, well-being, status, and contribution of its members" (p. 60).

Moyle (1977) is also reported by Daresh (1979, p. 60). Moyle's findings concerning the leadership behavior of the principal included the fact that participative leadership was exhibited in different ways. "Not all IIC members participated when certain decisions were being formulated because selective sharing of information occurred. For most IIC members, participative leadership was accepted as advice seeking on the part of the principal."

Daresh concluded his discussion of the principal's leadership behavior on the IIC by noting that participative leadership behavior involved the willingness to listen with an open mind and to work closely with IIC members (p. 61).

Supportive Leadership

Moyle (1977) reported that "the multitude of job responsibilities frequently precluded principals from providing supportive leader behavior to the extent desired by both themselves and others" (Lipham, 1980, p. 34).

Daresh (1978) reported that the one most important supportive factor within the school was the leadership behavior of the principal.

Role Theory

Decision making is undertaken and leadership is exercised by persons in an institution acting according to their designated or ascribed roles. In this section, important theoretical constructs relating to role theory are described with specific reference to the roles of the principal, other members of the leadership team, and members of the schoolwide decision-making bodies.

The basis of role theory is social systems theory. This is described first. Then role relationships and role conflict are presented.

Social Systems Theory

Administration functions within the concept of social systems theory, within a network of social interactions. Social systems theory (Getzels & Guba, 1957) embraces a network of elements in mutual interaction constituting a single social entity. The characteristics of a social system are the independence of the various elements, the interrelationship of the various elements despite their independence, and the intrinsic presence of individual, institutional, and cultural dimensions.

Getzels and Guba identified the three dimensions of social systems as the normative (nomothetic or sociological level), the idiographic (personal or psychological level), and the cultural level. The nomothetic level identifies the institutional characteristics of the organization by defining the relationship within the institution of its roles and the expectations held for those roles. Thus, a school is staffed and structured by determining roles for each person in the organization, the role incumbents. The school, to achieve its purposes, has norms or expectations which apply to each role. These norms are generally sanction bearing to ensure that the functions of the school are carried out effectively. Thus the normative dimension of the social systems model is set down in the following way:

Social System → Institution → Roles → Expectations →
Social Behavior.

The personal or idiographic dimension is presented by three components also: the individual, one's personality, and one's need-dispositions. These parallel the institution, roles and expectations of the normative dimension. The individual is a unique person who brings to any situation a collection of experiences and expertise which allows a specific and distinctive contribution to be made. "Personality" identifies the affective needs and cognitive dispositions which are forces within the individual impelling one to act in a particular way. The uniqueness of personality is a feature of social systems. Thus, Getzels and Guba's model, adapted to educational administration by Getzels, Lipham, and Campbell (1968), identified the idiographic dimension in the following way: Social System → Individual → Personality →
Need-Dispositions → Social Behavior.

The personal or idiographic dimension of the model reinforces the fact that in any organization it is unrealistic to separate the person from the role. There is an inevitable balancing between the demands of the organization and the demands of the person. The two dimensions reflect the constant vacillation between the person's allegiance to the organization and one's totality as a person. The interaction between the institutional and personal dimensions demonstrates the transactional nature of social behavior, whereby a role incumbent meets one's role expectations only as his or her own need-dispositions are also incorporated into the behavior.

The third dimension of the social systems model is the cultural dimension. Social behavior is influenced by the culture in which the institution and the individual are embedded, and is represented in the following way:

Social System → Culture → Ethos → Values → Social Behavior.

The major dimensions of social systems theory are presented in Figure 4.5. Of specific interest in this study are the roles of the principal, other members of the leadership team, and members of the schoolwide decision-making bodies. Much of the data relate not only to the nomothetic dimension of a social system, but also to the idiographic and cultural dimensions. Thus, Lipham (1974, p. 123) noted that "roles are defined in terms of role expectations--the normative rights and duties that define within limits

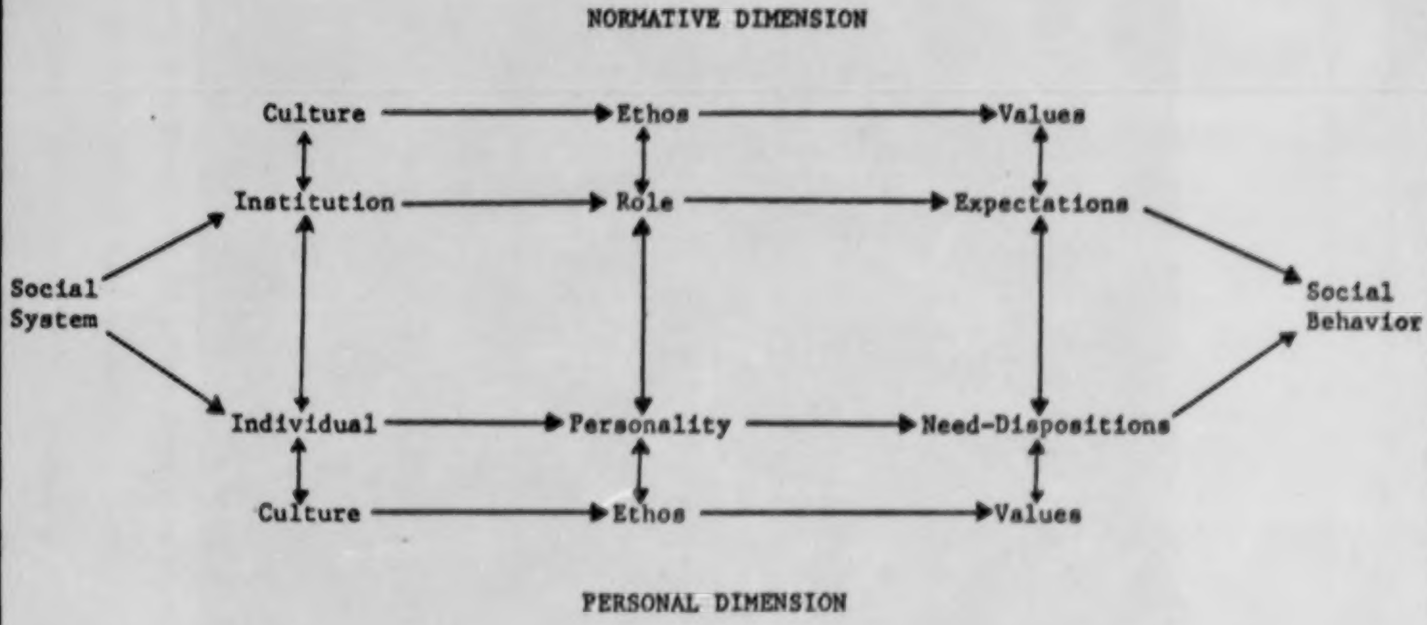

NORMATIVE DIMENSION
Culture
Ethos
Values
Institution
Role
Expectations
Social System
Social Behavior
Individual
Personality
Need-Dispositions
Culture
Ethos
Values
PERSONAL DIMENSION

Figure 4.5. Model of the Major Dimensions of Behavior in a Social System.

Adapted from: Getzels, J. W., Lipham, J. M., & Campbell, R. F. Educational administration as a social process. New York: Harper and Row, 1968, p. 105.

what a person should or should not do under various circumstances while he is the incumbent of a particular role within an institution."

Role Relationships

Lipham and Hoeh (1974) delineated the following characteristics of roles:

1. They are complementary and interlocking (e.g., principal-teacher).
2. They are institutional givens and not "made to order."
3. They are somewhat flexible, having behaviors ranging along a continuum from "required" to "prohibited."
4. They vary in scope from functionally specific to functionally diffuse.

Three types of role expectations were proposed by Lipham and Hoeh (1974): self-role expectations, alter's role expectations, and perceived alter's role expectations. Figure 4.6 demonstrates the role expectation and role perception relationships that are present in school situations. Self-role expectations are represented by point A of the triangle and are best understood in terms of the self-assertive statement: "As role incumbent, I am expected to . . . ."

Alter's role expectations are represented by point B of the triangle and provide an understanding of how associates perceive the role of the incumbent. An examination of the distance between point A and point B is helpful. This existential distance measures

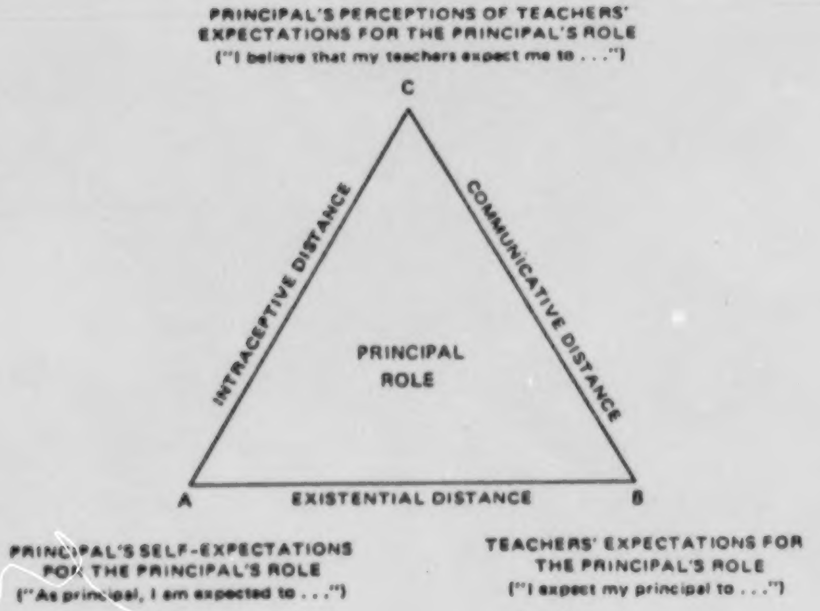

PRINCIPAL'S PERCEPTIONS OF TEACHERS' EXPECTATIONS FOR THE PRINCIPAL'S ROLE
("I believe that my teachers expect me to . . .")
C
INTRACEPTIVE DISTANCE
COMMUNICATIVE DISTANCE
PRINCIPAL ROLE
A
EXISTENTIAL DISTANCE
B
PRINCIPAL'S SELF-EXPECTATIONS FOR THE PRINCIPAL'S ROLE
("As principal, I am expected to . . .")
TEACHERS' EXPECTATIONS FOR THE PRINCIPAL'S ROLE
("I expect my principal to . . .")

Figure 4.6. Role Expectation and Role Perception Relationships.

Source: Lipham, J. M., & Hoeh, J. A. The principalship: Foundations and functions. New York: Harper and Row, 1974.

the magnitude of the differences that exist in role perception. The shorter the line, the greater the agreement; the longer the line, the greater the dysfunction in the institution.

Point C in Figure 4.6 represents the role incumbent's perceptions of how one thinks his or her associates expect one to act. This is reflected in the suggested statement, "I believe that my associates expect me to . . . ."

Examination of the distance between point B and point C is also recommended. This is the communicative distance. This distance "can be reduced by opening formal and informal communication channels, utilizing adequate means, and engaging with appropriate frequency in the communication of mutual role expectations" (Lipham, 1980, p. 23).

The distance from point A to point C, the intraceptive distance, reveals the role incumbent's ability to assess immediately and accurately the expectations that others hold for his or her role.

In role relationships, a similar analysis must be made of the interlocking role. Thus, in this study the principal's role is juxtaposed to that of other members of the leadership team, or to that of members of schoolwide decision-making bodies, each of whom could be the role incumbent referred to earlier in this section. Figure 4.7 demonstrates complementarity in role expectations and perceptions between such interlocking organizational

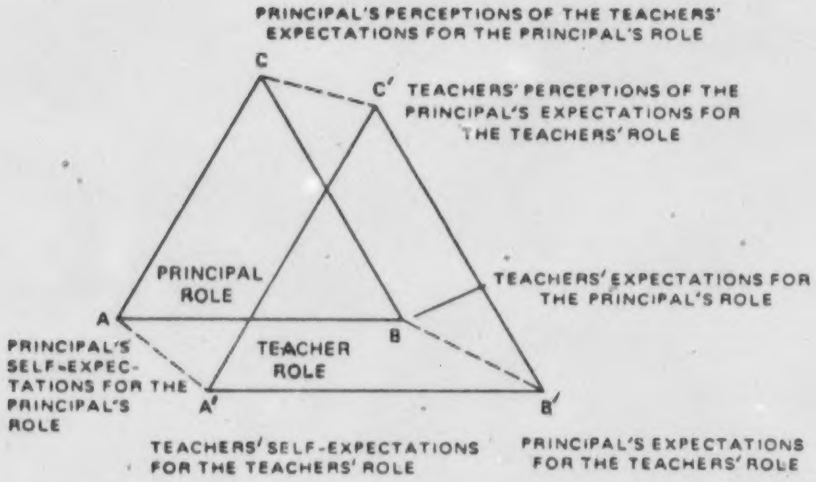

PRINCIPAL'S PERCEPTIONS OF THE TEACHERS' EXPECTATIONS FOR THE PRINCIPAL'S ROLE
C
C'
TEACHERS' PERCEPTIONS OF THE PRINCIPAL'S EXPECTATIONS FOR THE TEACHERS' ROLE
PRINCIPAL ROLE
TEACHERS' EXPECTATIONS FOR THE PRINCIPAL'S ROLE
A
B
PRINCIPAL'S SELF-EXPECTATIONS FOR THE PRINCIPAL'S ROLE
TEACHER ROLE
A'
B'
TEACHERS' SELF-EXPECTATIONS FOR THE TEACHERS' ROLE
PRINCIPAL'S EXPECTATIONS FOR THE TEACHERS' ROLE

Figure 4.7. Complementarity in Role Expectations and Perceptions between Interlocking Organizational Roles.

Source: Lipham, J. M., & Hoeh, J. A. The principalship: Foundations and functions. New York: Harper and Row, 1974.

roles. Points A', B', and C' represent similar expectations for the incumbent of the interlocking role as points A, B, and C represented for the initial role incumbent.

In this study, the areas of the three planes between triangle ABC and triangle A'B'C' are especially significant. They help to identify the issues in decision-making processes that either enhance or impede role congruence.

Role Conflict

Impediments to role congruence have been identified by Lipham (1974) as role conflicts. The major types of role conflict experienced in schools include:

1. Interrole conflict or disagreement between two or more roles simultaneously fulfilled by the principal.
2. Interreference-group conflict or disagreement in two or more reference groups in their expectations for the role of the principal.
3. Intrareference-group conflict or disagreement within a reference group in its expectations for the role of the principal.
4. Role-personality conflict or disagreement between the expectations for the role of the principal and his or her personality-needs-dispositions.

Summary

The review of literature in this chapter has included formal theory relating to the study. Theoretical constructs, and findings relating to decision theory, leadership theory, and role theory were presented.

CHAPTER V

ANALYSIS OF THE DATA

This chapter contains an analysis of the data from the four selected schools. First, the three constructs identified in the literature on decisional theory--decision stages, decision content, and decision involvement--are presented in a model which incorporates elements of participative decision making into the basic dimensions of decision making. Then, an analysis of each construct is presented and the relationships among the constructs are described. An analysis of the leadership behavior of principals is presented next. The leadership behavior of the principal was analyzed to the extent that it impinged on the decision-making processes of the school. Aspects of the principal's structural, participative, and supportive leadership behavior that were identified are described and analyzed. The propositions generated in each school, the supporting data, and the review of literature are used to identify and clarify these constructs and thus to explain the decision-making processes and leadership behavior in the selected schools.

Basic Dimensions of Decision Making

Earlier in this study (Figure 4.1), the basic dimensions of the decision-making process were identified. Decision stages, decision content, and decision involvement were incorporated into a three-dimensional model (Lipham, 1974, p. 106) so that the range of involvement by various persons in functional areas of administration could be illustrated. In this study, the same three dimensions emerged clearly in each school but the components of those constructs differed as a result of endeavors in each school to introduce participative decision-making processes.

At the schoolwide level, the emphasis in decision involvement, the "who" in decision making, was twofold. Decisions were, after Rogers and Shoemaker (1971), both authoritative and participative. Authoritative decision making was exercised by the district office, the principal, and the leadership team. Participative decision making was undertaken at the instigation of the principal by schoolwide decision-making bodies, ad hoc committees, and the faculty.

In relation to decision stages, the six-step process illustrated in Figure 4.2, was not found in practice to be so neatly sequenced. In this study, the process which emerged included three major stages: before the decision, the moment of decision, and after the decision. "Before the decision," issues were identified and clarified, and alternative solutions were advanced and weighed. "The moment of decision" described the loci, people, time, and method related to decisions made. "After the decision" included the communication of the decision, its implementation, and its evaluation.

The dimension of decision content described earlier (Figure 4.1) embraced the six functional areas of responsibility exercised by principals: curriculum and instruction, staff personnel, student personnel, finance and business management, school plant services, and home-school-community relations. While theoretically any decisional issue in these functional areas could be a candidate for participative decision making, in practice principals introduced limitations. There were some issues on which principals never sought advice or the advancement or weighing of alternatives. There were other issues which principals always referred to participative decision-making groups. On yet other issues, discussion, weighing of alternatives, and decision making were permitted by the principal. Thus, participative decision making on some issues was prohibited; on other issues it was mandatory; and on other issues it was permissive. This paralleled the bargaining content at the district level between teachers and the administration, wherein issues for negotiation were either mandatory, permissive, or prohibited. The resultant contract acted as a constraint on the principal and leadership team at the schoolwide level, prohibiting them from decisional action, particularly on some aspects of staff personnel. Other decision making at the authoritative level was either mandatory or permissive. For these reasons, the dimension of decision content emerged with three components: mandatory, permissive, and prohibited issues.

In addition to decision involvement, decision stages, and decision content, a fourth factor consistently emerged. Attempts by the principal to involve staff and others in the decision-making process were frequently constrained. Thus, endeavors by principals and staffs to maintain a balance between authoritative and participative decision making were often thwarted. A range of variables acted as wedges to prize participative decision making away from its appropriate place alongside authoritative decision making in a unified school decision-making structure. These constraining variables included the principal's attitude, hierarchical effects, irrelevance of issues, informal influences, communication, implementation, membership, and role perceptions.

To embrace the concepts and processes of decision making that emerged, Figure 4.1 was adapted and a new model, incorporating both authoritative and participative dimensions of decision making, is presented as Figure 5.1. Each of its constructs is examined in subsequent sections of this chapter by an analysis of the data within and across the selected schools.

Decision Stages

Three decision stages emerged: before the decision, the moment of decision, and after the decision. In the following section these concepts are further described.

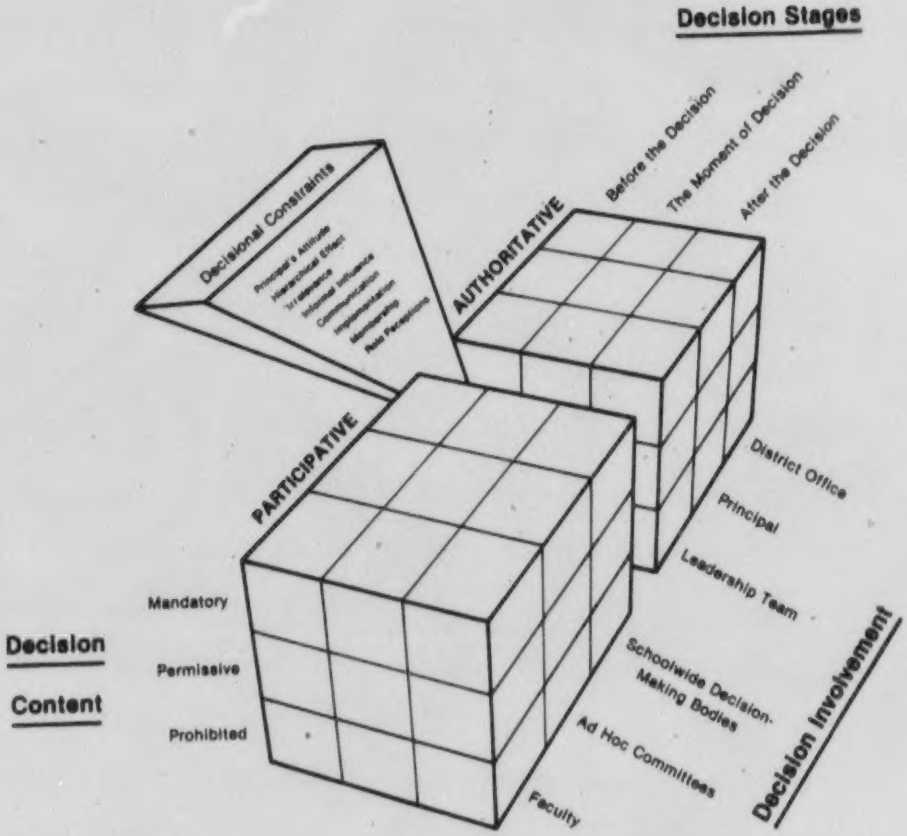

Decision Stages
Before the Decision
The Moment of Decision
After the Decision
Decisional Constraints
Principal's Attitude
Hierarchical Effect
Irrelevance
Informal Influence
Communication
Implementation
Membership
Role Perceptions
AUTHORITATIVE
PARTICIPATIVE
Decision Content
Mandatory
Permissive
Prohibited
District Office
Principal
Leadership Team
Schoolwide Decision-Making Bodies
Ad Hoc Committees
Faculty
Decision Involvement

Figure 5.1. Dimensions of Decision Making at the Schoolwide Level in Selected Secondary Schools.

Before the Decision

The first stage, "before the decision," included the facets of identification of the problem, clarification and definition of the problem, and formulation and weighing of alternatives (Figure 4.2). These three facets were closely interconnected, and thus often difficult to differentiate. Generally, the handling of a decisional issue by the principal, the schoolwide decision-making body, or an ad hoc committee involved all three facets simultaneously. Sometimes, however, the process was linear. The Exploring segment of the curriculum, analyzed as an issue in one school, was an example. The process of formulating and weighing alternatives produced awareness of new problems which required clarification and definition. When complex issues were analyzed, their implications became exposed, revealing networks which required simultaneous consideration "before the decision."

Involvement "before the decision" varied. On some issues, principals sought no input at all. Finance was a typical example. On other issues, the leadership team, schoolwide decision-making bodies, or ad hoc committees were permitted to exercise an advisory role. Home-school-community relations was typical. On other issues, such as curriculum organization at one school, involvement was mandatory.

The Moment of Decision

Personnel in district offices, principals, and leadership team members all made authoritative decisions. The moment of decision was clearly identifiable in each case. That students would attend parent-teacher-student conferences and that honor pins would be continued were clear decisions by one principal. A new schedule for hall aides and problems in the cafeteria were issues resolved by the principal's decisions in another school. Decisions from the district office relating to teacher layoffs were equally decisive and authoritative.

Other schoolwide decisions were made in meetings of the schoolwide decision-making body. The moment of decision was the moment of consensus, of agreement, or of awareness of mutual agreement that a particular stance was appropriate. The individual learning plan developed at one of the schools represented such a growth toward agreement. The folk fair at a second school similarly reflected emerging insight of the view which should be adopted. The moment of those decisions was the moment of mutual agreement. Ad hoc committees and the full faculty were never observed at the moment of decision.

After the Decision

Communication, implementation, and evaluation of the decision constituted the final stage of decision making. The need for uniform reporting of the outcomes of schoolwide decision making was stressed in two schools. This was achieved either by distribution of minutes, by the availability of taped recordings, or by the regular attendance of a member of the leadership team at each unit or department meeting where reporting back occurred. The need for unequivocal, clear reporting of decisions was consistently stressed.

Continuous and tenacious monitoring of the implementation of decisions was shown to be necessary. Although decisions relating to hall passes and attendance routines were implemented at two schools, the same problems recurred. Assumptions by the leadership team, especially the principal, that the issues were resolved and that decisions were implemented led to their failure to maintain ongoing supervision over required action.

Immediate follow-up to decisions usually occurred. Teachers frequently praised the lack of procrastination by the administration as decisions were applied. The development of an atmosphere conducive to constant reassessment of decisions was a positive feature at one school. That attitude ensured sensitivity to subsequent implications, and occasionally caused a reversal of decisions, as illustrated by the example of the folk fair.

Each stage of the decision-making process was vital for effective administration. Involvement of school personnel in both authoritative and participative decision making occurred at each of the three delineated stages. In addition, the three stages applied equally to any content area--mandatory, permissive, or prohibited.

Decision Content

Decision content in schoolwide decision making was earlier categorized (Figure 4.1) according to six functions: curriculum and instruction, staff personnel, student personnel, finance and business management, school plant services, and home-school-community relations (Figure 4.1). In this study, however, where the authoritative and participative styles of schoolwide decision involvement were frequently in interplay, the critical aspect of decision content was whether or not an issue was permitted as a candidate for participative decision making.

For decision making through collective bargaining at the district level concerning teachers' salaries, hours, and conditions of work, three categories of decision content established by the United States Supreme Court in the landmark Borg-Warner decision (Anderson & Weitzman, 1979, p. 175) were utilized: mandatory, permissive, and prohibited. Mandatory issues were those about which the parties must bargain; permissive issues were those about which the parties may bargain; prohibited issues were those about which parties were legally prohibited from bargaining.

Decision content at the schoolwide level also fell into these categories, though without the statutory basis applicable at district level. The determination of category content at the schoolwide level was the principal's prerogative, undertaken at his discretion. Some issues, by the nature of a committee's charter, were mandatory. The curriculum organization at one school was cited as an example. Other issues were permissive in that the principal allowed them to become items for resolution by schoolwide decision-making bodies. Examples included smoking in the staff lounge, tornado drill procedures, and use of soda fund money. Other issues were retained for authoritative decision making. From a participative decision-making viewpoint, these were prohibited items, such as assignment of staff and selection of coordinators and team leaders.

In collective negotiations at the school district level, "some states expressly exclude policy-related issues from the scope of bargaining. Pennsylvania's Public Employment Relations Act states that public employers shall not be required to bargain over matters of inherent managerial policy" (Anderson & Weitzman, 1979, p. 178). The New York Public Employment Relations Bureau in several decisions "distinguished between a public employer's non-negotiable decision on a matter of policy and the impact of the decision on employer's working condition, which is negotiable" (p. 183). Generally there is no legal requirement for bargaining on broad policy matters.

Similar views on schoolwide policy matters were expressed by a principal in one of the schools. He clearly differentiated between policy and implementation decisions, believing that the former were appropriate for authoritative decision making and the latter were appropriate for participative decision making. Two principals believed, however, that advice on policy matters was a valuable contribution "before the decision." They "take it as a given that any properly run governmental agency should be interested in, and heavily reliant upon, the judgment of its professional staff" (Anderson & Weitzman, 1979, p. 185). Regardless of the principals' stance, however, the three categories of decision content applied. Careful consideration and clear communication by principals of the appropriate categories into which they placed specific decisional issues enhanced the credibility of both authoritative and participative decision making.

The Relationship of Decision Involvement to Decision Stages and Decision Content

Decision involvement occurred at both the authoritative and the participative levels. At the authoritative level, district office personnel, the principal, and the leadership team were involved in schoolwide decision making. At the participative level, the schoolwide decision-making bodies, ad hoc committees, and the faculty were involved.

Decision involvement at each of these levels is examined, and interrelationships with decision content and decision stages are identified.

Authoritative Level

The District Office. In all four schools it was recognized that schoolwide decision-making matters would not generally involve the district office. Staffs were not concerned unnecessarily with school district affairs, but were content to leave the interface between schoolwide and districtwide decisions to the principal.

Content of district office decisions at the schoolwide level varied between mandatory and permissive issues. Nothing was prohibited, in the sense that the superintendent of schools and the school board, as responsible authorities, were free to intervene in any functional area should the need arise. The committee on individualization was a significant example of permissive content where intervention took place by the district office on schoolwide considerations, such as scheduling, teacher assignment, etc. Examples of permissive areas of involvement were not always so visible, however. At one school, for example, it was stated that "the principal appears forced to do things, and that is the reason for low morale." Mandatory areas of involvement at the schoolwide level by the district office included staff personnel issues, such as layoffs, and curriculum concerns, such as performance-based education.

During this study, the superintendent of schools, the school board, and district office personnel were significantly involved in schoolwide decision making in only one of the selected schools. That involvement resulted from the resignation of the principal, and introduced district influences into decisions concerning curriculum, staff personnel, and home-school-community relations. Teachers noted that decison making became less participative for them as it was removed from the point of implementation for those affected by the decision.

In another school, teachers expressed disappointment at the limited interaction between themselves and district personnel. Although they recognized that the principal acted as a buffer between them and the district office, they were concerned that all of their democratic processes were internal, with no evidence at all of district involvement. This inevitably led to a situation wherein faculty were unaware of constraints faced by the district administration, and the district administration was not well attuned to the day-to-day practices of the school. Mutual awareness of roles, frustrations, and strengths was minimal.

In three of the schools, the principal enjoyed positive relations with the district administration. Teachers generally appreciated this fact, believing that districtwide decisions impinging on their school would prove to be quite favorable to them.

In two schools, the negative effects of decisions concerning teacher layoffs introduced pressures. Although these were decisions made at the district office, they reflected the interface between school curriculum and staff assignment policies and district staffing policies.

Schoolwide decisional issues involving district office personnel generally were restricted to two stages of the decision-making process, "before the decision" and "the moment of decision."

The matters considered by the committee on individualization at one school, for example, were handled to the "moment of decision." "After the decision" responsibilities were delegated to the school.

It is helpful at this point to utilize Figure 5.1 to show the interrelationship among dimensions in decision making. Appropriate sections of the model can be extracted to illustrate specific aspects of decision involvement, decision content, and decision stages. For example, in Figure 5.1, the committee on individualization was represented by two cubes at the intersection of "district office," "before the decision," "the moment of decision," and the "permissive" content. Teachers' contracts were represented by two cubes at the intersection of "district office," "before the decision," "the moment of decision," and the "mandated" content. Figure 5.2 illustrates the decisional dimensions of district office involvement in teacher contracts. In relation to decision content, the "prohibited" dimension appeared never to apply to the district office.

The Principal. Other than the significant ability of district office personnel to intervene on any issue, as in the committee on individualization, the principal was the most significant single influence in schoolwide decision making. First, because the principal was ultimately responsible to the administration, school board, and community for decisions made, teachers accepted as legitimate that principals should make authoritative decisions from

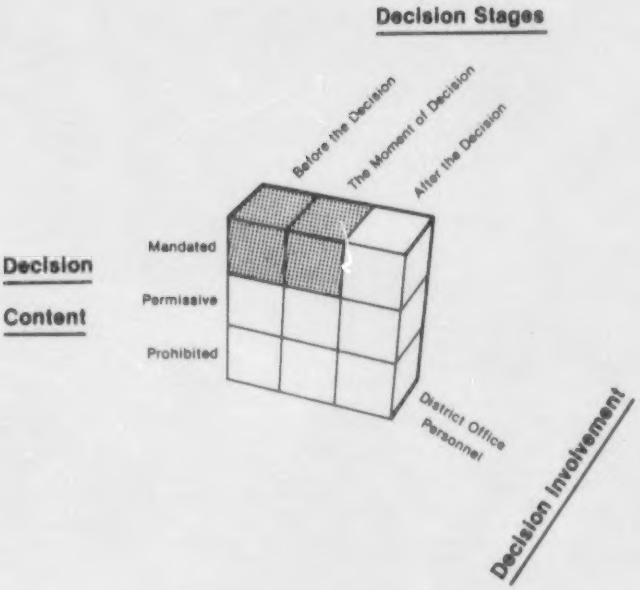

Decision Stages
Before the Decision
The Moment of Decision
After the Decision
Decision
Content
Mandated
Permissive
Prohibited
District Office
Personnel
Decision Involvement

Figure 5.2. Decisional Dimensions of District Involvement in Teachers' Contracts.

time to time. Teachers in the four schools not only acknowledged the principal's need to act immediately and decisively on urgent decisional issues, but expected such action. An urgent letter to the school board relating to sex education, a revised schedule for hall aides, a debt problem, and cafeteria concerns were examples cited in two schools. In a third school, the staff noted the need for someone to say, "This is the way it will be," with decisive, firm leadership. There was a strong and widely held belief that the principal could act promptly and unilaterally when problems arose.

Second, also because of their ultimate responsibility, principals instituted decision-making processes with which they felt secure. In all of the selected schools principals had personally instituted schoolwide decision-making bodies to assist in the decision-making process. Attitudes toward the role of these bodies varied among principals, however, from a strong determination to ensure shared decision making to the view that such bodies were purely advisory.

Third, the principals' responsibility for the development of a clearly stated school philosophy was recognized. Only when such a statement was available was it possible to ensure a compatible staff and a firm basis for schoolwide decision making. Then, "people who fit in, stay."

Fourth, effective decision making implied strenuous monitoring of the implementation of decisions. If decisions were not effectively monitored, the criticism was directed at the principal. In two schools the same problem recurred frequently, because principals "got so busy with other things that the demands didn't allow him to follow things through."

The application of Figure 5.1 to principals is illustrated by decisional dimensions relating to principals' involvement in teachers' contracts (Figure 5.3). Authoritative decision making by the principal at the schoolwide level was prohibited both "before the decision" and at "the moment of decision" in relation to teachers' salaries, hours, and conditions of employment. When the implementation of the contract was required, however, "after the decision" responsibility fell to the principal as part of his role as administrator. That aspect of schoolwide content was mandatory for the principal.

The Leadership Team. Teachers perceived that authoritative decision making often emanated from the leadership team. In addition, delegation to assistant principals of specific areas of schoolwide responsibility, such as discipline, curriculum development, and scheduling, led to unilateral decision making by them in these areas. Principals in three schools delegated decisively and intervened only on request. The other principal delegated to members of the leadership team, but insisted on regular feedback.

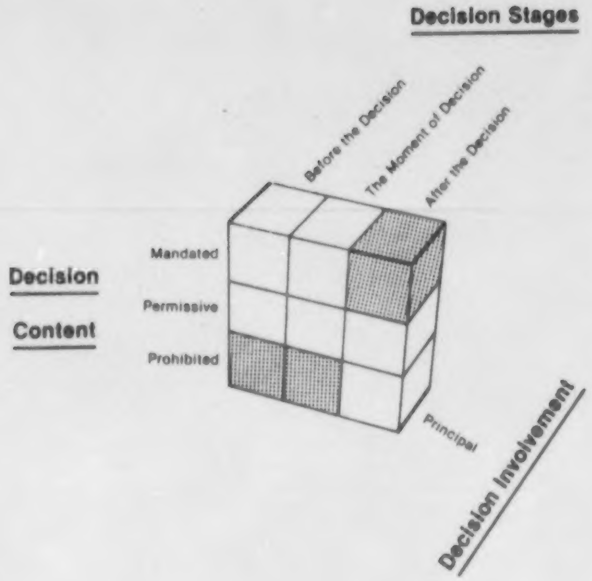

Decision Stages
Before the Decision
The Moment of Decision
After the Decision
Decision
Content
Mandated
Permissive
Prohibited
Principal
Decision Involvement

Figure 5.3. Decisional Dimensions of Principals' Involvement in Teachers' Contracts

In all schools there was constant, informal, and open interaction among members of the leadership team. This was viewed as a positive element in the schools' operation. It confirmed the concept of a group of responsible persons to whom the staff had access on schoolwide issues. Teachers appreciated a balanced leadership team. In three schools, if accessibility to the principal was impractical for personal or professional reasons, then access through other members of the leadership team was a viable alternative. Staffs accepted that a principal could not be expected to portray all of the desirable characteristics required for schoolwide decision making and leadership. Members of the leadership team, however, were expected to compensate for each other's shortfalls.

Thus, courage to confront people and issues, vision to stimulate appropriate new directions, perception to recognize excellence and to challenge weaknesses in staff and students, accessibility to give and receive input, tenacity to see that decisions are acted upon, and the personality to develop the staff into a team were all designated expectations of the leadership team which were proposed at one school. If the characteristics were not available in the principal, they were expected to be available among other members of the leadership team. The notion of a balanced team to embrace and utilize varied strengths of team members was confirmed.

Members of the leadership teams in the schools were never adequate substitutes for the principal when contentious issues arose. Only decisional action, comment, or support from the principal was sufficient on such occasions. There was an "intangible comfort" referred to when the locus of ultimate responsibility was clear and the responsibility was exercised by the principal.

As illustrated in Figure 5.4, in two schools schoolwide policy decisions were made by the principal after informal consultation with members of the leadership team. Members of the leadership team were very fully involved in "before the decision" discussions, for example on the assignment of staff at these two schools. Actual decisions were made by the principal and implemented "after the decision" by staff.

Participative Level

Schoolwide Decision-Making Bodies. Schoolwide decision-making bodies had been established in all four schools. As indicated earlier, their roles varied from actual participation in decision making to an advisory function. Common characteristics emerged, however, in all schools.

First, an open agenda was encouraged in all schools so that any issues of schoolwide interest could be raised. The extent to which faculties used the opportunity for raising issues varied from school to school according to the frequency of meetings, confidence in the committees' ability to resolve issues, teachers' awareness

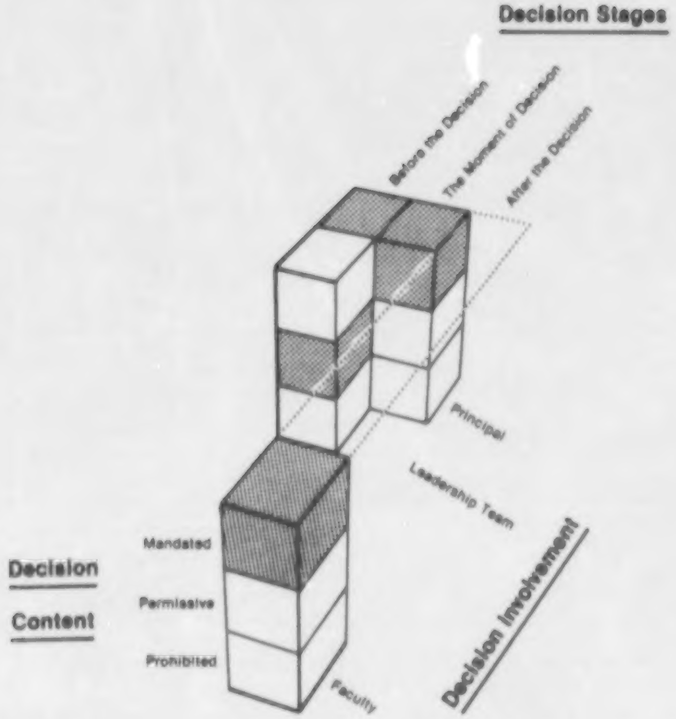

Decision Stages
Before the Decision
The Moment of Decision
After the Decision
Principal
Leadership Team
Faculty
Decision Involvement
Decision Content
Mandated
Permissive
Prohibited

Figure 5.4. Decision Dimensions Relating to Assignment of Staff in Two Schools.

of the procedures used by committees, and the quality of representation. At one school the agenda was so open that petty issues often recurred. For example, teachers often brought up "Mickey Mouse" issues such as hall passes, bells, and use of the public address system. It was suggested that these issues were brought up over and over because a decision could be made more readily, and it was said, "On anything deeper, people are silent."

Second, principals in two schools were known to modify their stances on issues as a result of teachers' input to schoolwide decision-making bodies. This behavior increased the credibility of the bodies. Thus, participative decision making implied that principals would be prepared to accept the groups' decisions even when they were at variance with the principals' own views and judgments. Although the principals had authoritative decision-making power, they chose not to exercise it when participative decision-making practices were implemented for particular issues. As a result, a major concern for principals related to the determination of issues for participative decision making. One principal spoke clearly of retaining policy issues for authoritative decision making while allowing teachers to participate in decision making concerning implementation of policy. Three principals agreed that the "before the decision" discussion on policy issues constituted a vital advisory function of schoolwide decision-making bodies.

Third, the opportunities for participative decision making were maximized by such democratic structures as schoolwide decision-making bodies. In two schools, the value of shared approaches to schoolwide issues was affirmed. It was stressed that better decisions ought to result. At least the decisional outcomes were clearly received by staff, who were quite prepared to accept a filtered or reviewed decision on most issues rather than a unilateral one.

Fourth, schoolwide decision-making bodies provided opportunities for face-to-face discussion and criticism of the principal's views. Where this criticism was accepted by the principal without threat or defensiveness, then teachers felt free to voice alternate opinions with little fear of confrontation or retribution.

Fifth, the greatest challenge to principals in all schools was to overcome an inherent negative view by staffs that schoolwide decision-making bodies are sources of legitimation for principals' predetermined decisions. The development by faculties of faith and credibility in schoolwide bodies was a major goal for principals, but one which had not yet been fully achieved in any of the four schools.

Decision content handled by schoolwide decision-making bodies varied. At one school, the curriculum committee had a mandate to determine procedures relating to curriculum organization, scheduling, and student programming within the school, yet on the introduction of new courses it only made recommendations. It was prohibited from selecting coordinators or team leaders. In another school, administrative areas which were prohibited from discussion and decision in schoolwide decision-making bodies included teacher assignment, schedules, evaluation of staff, and finance.

Mandated areas were not identifiable in any school apart from the curricular procedures noted earlier. Generally, decision content was permissive, in the sense that involvement was allowed on certain issues at the discretion of the principal. Whether the involvement embraced all three decision stages or was restricted to input "before the decision" or implementation "after the decision" was also subject to the principal's discretion.

A strong feeling emerged across all schools that participative decision making at the schoolwide level was not delineated as clearly as it was at the districtwide level. Principals neither defined the mandated, permissive, or prohibited content areas for participative decision making deliberately, nor stipulated appropriate involvement at one, two, or three stages of the decision-making process. Principal discretion led to varying interpretations and procedures relating to decision content and stages, resulting in doubts about the effectiveness, legitimacy, and credibility of the participative decision-making process.

The example shown in Figure 5.5 may prove helpful. At one school, scheduling procedures required modification. The schoolwide curriculum committee was charged with this responsibility:

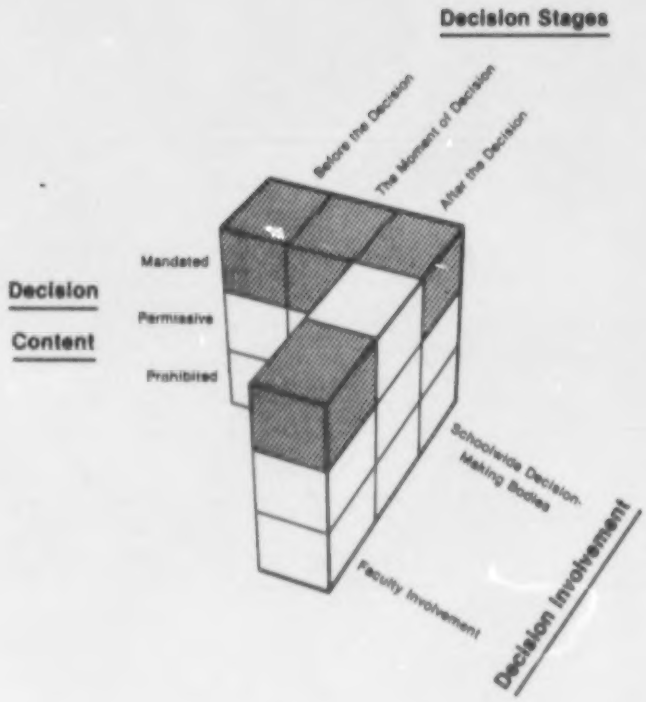

Decision Stages
Before the Decision
The Moment of Decision
After the Decision
Decision
Content
Mandated
Permissive
Prohibited
Schoolwide Decision-Making Bodies
Faculty Involvement
Decision Involvement

Figure 5.5. Decisional Dimensions Relating to Scheduling Changes in One Selected School.

its mandate included curriculum organization and student scheduling. Thus, the committee was involved before the decision, at the moment of the decision, and after the decision in a mandated area. The committee was supported after the decision by the whole staff, who, under their contract relating to hours and conditions of work, were required to implement the scheduling procedures. Thus, Figure 5.5 portrays the involvement of the curriculum committee and the staff in relation to scheduling changes in one of the schools.

Ad Hoc Committees. Ad hoc committees were established in all schools to assist in the decision-making process. Three benefits were clear. First, ad hoc committees were not concerned with other issues. Members were able to concentrate on their specific decisional issue without time or agenda constraints.

Second, the membership on ad hoc committees was determined on the basis of relevance, interest, and expertise. Thus, those involved were bound by a specific, common purpose.

Third, ad hoc committees were generally close to the point of implementation on a particular issue and, therefore, were acutely aware of factors impinging on the decision. Ad hoc committees were frequently established by schoolwide decision-making bodies to handle specific complex agenda items. The folk fair at one school and the revised student report form at another school were examples. The ad hoc committee established at another school to examine smoking practices in the staff lounge was an example of a committee established by the principal. At the fourth school, the committee on individualization reflected the superintendent's initiative in establishing such an ad hoc committee.

In all cases, participative decision making occurred up to the end of stage one, "before the decision." Recommendations were developed and submitted to the instigator of the committee--the schoolwide body, principal, or superintendent. No incidence of a decision actually being made by an ad hoc committee was observed, although in almost every case strong recommendations were adopted.

Parameters for the operation of ad hoc committees needed to be carefully defined. Committees did their most efficient work when their guidelines were clearly enunciated. Frustration was experienced when goals were blurred and actual responsibilities were ill defined.

Typically, ad hoc committees were given a specific mandate: to make recommendations concerning smoking in the staff lounge; to examine the prospects of conducting a folk fair and make recommendations concerning its format; to revise the student report form by incorporating new subject areas and grading practices; to examine credit deficiencies, the advisor-advisee scheme, or scheduling practices. An example of these dimensions of decision making by an ad hoc committee is illustrated in Figure 5.6.

The Faculty. Regular faculty meetings were observed only in one school. The function of the meeting was primarily that of

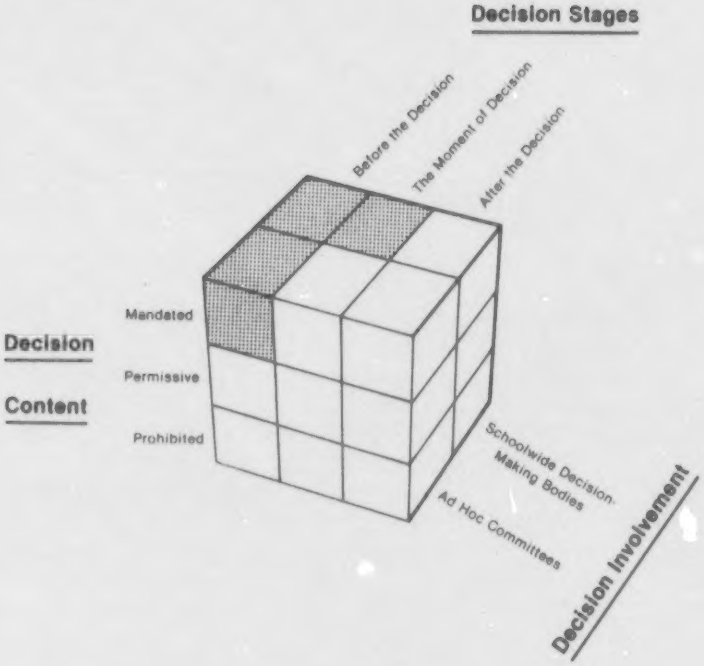

Decision Stages
Before the Decision
The Moment of Decision
After the Decision
Decision
Content
Mandated
Permissive
Prohibited
Schoolwide Decision-Making Bodies
Ad Hoc Committees
Decision Involvement

Figure 5.6. Decisional Dimensions Relating to the Conduct of a Folk Fair at One of the Selected Schools.

information sharing, to ensure effective implementation of selected decisions made by the principal and the schoolwide decision-making body. In addition, encouragement was given to staff to evaluate particular decisions to check that no important elements relating to the issue had been overlooked. There was a genuine attempt to keep staff abreast of progress "before the decision," inviting their input, as well as to inform them immediately after the decision so that it could be finally evaluated and reviewed prior to implementation. The proposal to introduce individualized learning plans into the school was an example of this strategy. The involvement of the staff is illustrated in Figure 5.7.

Decisional Constraints

Endeavors by principals and staffs to maintain some balance between authoritative and participative decision making were often constrained. Numerous variables thwarted the achievement of an unhindered and unified school decision-making structure. Schoolwide decision-making processes were affected by: the principal's attitude, hierarchical effects, irrelevance of issues to participants, informal influences, communication of decisions, implementation of decisions, membership of decision-making bodies, and role perceptions of participants.

The Principal's Attitude

Staff in all four schools often experienced difficulty in

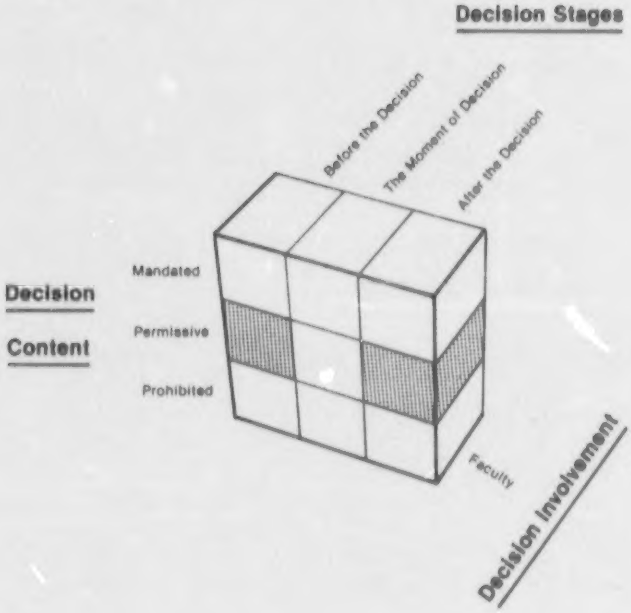

Decision Stages
Before the Decision
The Moment of Decision
After the Decision
Decision
Content
Mandated
Permissive
Prohibited
Faculty
Decision Involvement

Figure 5.7. Decisional Dimensions Relating to the Involvement of Faculty in the Development of Individual Learning Plans at One School.

knowing the extent of their involvement in participative decision making. Attitudes expressed by principals concerning participative decision making were frequently interpreted by staffs as being at variance with the leadership behavior of principals. Principals did not clarify whether decisional issues were authoritative or participative; they presented their own views too early and too strongly; they maintained ownership of "pet" issues; and they resisted conflict in group decision-making situations.

Principals did not always make clear to participants whether their involvement was for consultation and advice "before the decision" or for full participation including the actual "moment of decision." Thus, the dilemma of influence and involvement versus token participation was frequently an underlying question pondered by teachers. In three schools, concerns were expressed that schoolwide bodies sometimes were used as sources of legitimation for principals' courses of action, rather than as bona fide attempts to involve the staff.

The formulation and weighing of alternatives was constrained when principals presented their own viewpoints at an early stage in discussions. If principals' attitudes on issues were identifiable early, participants in the decision-making process were loathe to challenge that stance. In three schools, staff input was inhibited by early expressions of principals' views. Similarly, if the principal had ownership of an issue--if it had been his idea, if he had initiated the change, nurtured it, and believed in it--then there was a noticeable reluctance by participants to raise questions about it. If questions were raised, they related to peripheral aspects--not to policy considerations. The Exploring issue, honor pins, and the advisor-advisee scheme were examples of issue ownership by principals.

When principals attempted to quell conflicts quickly on decisional issues, participants felt that the full analysis of issues was constrained. This was reported in two schools. Staff believed that confrontation on issues should not be deemed as negative, but rather an opportunity for a thorough examination of all implications. There was a complementary attitude that decision-making bodies tended to avoid conflict because of the difficulties inherent in conflict resolution. Some teachers did not feel that group decision-making practices were well developed in the schools.

Hierarchical Effect

A major constraint to participative decision making in all schools was the effect of the hierarchical structure. Despite diligent and sincere attempts by principals to involve staff to the "moment of decision," teachers were skeptical of the principals' intent. Distrustful attitudes concerning the administration's purposes in participative decision making were expressed frequently. No equalization of power or shift in power was recognized by teachers through participative decision-making processes. The heavy hierarchical hand seemed to be felt by faculties, despite principals' accessibility, visibility, and regular expressions of good faith. In addition, teachers believed that additional administrative control resulted from participative decision making because principals' decisions were legitimized. The data from all schools were consistent in highlighting this dilemma. Hierarchical position, or status, or stratification within an organization appeared to create communication barriers which many persons found difficult, if not impossible, to breach. Hierarchical position also constituted a serious impediment to the extent that participants' true feelings were neither fully expressed nor appreciated. Thus, despite the strong evidence of supportive behavior relating to the principal in one school, a teacher was able to assert, "It's a gigantic thing to go and ask the boss." Teachers recognized that "position over and above personality has overtones." Thus, supportive behavior by the principal was unable to counteract hierarchical influence.

At another school, despite the assertion, "You can say anything and be respected for it," it was also recognized that "when the principal says anything, it carries more weight than when anyone else says something." For this reason one teacher preferred working on an ad hoc committee, as "there is much more talking and sharing of ideas when the principal is not there." It was neither the decision-making processes instituted by the principals nor their leadership behavior that prevented input: "It's the authority figure . . . it's not the principal, himself."

Irrelevance

When those affected by a decision participated in making the decision, interest in the resolution of the issue was great. Staff members contributed to schoolwide decision making most constructively when the issue was relevant to their roles. For this reason, ad hoc committees generally were seen to be more purposeful and more productive than schoolwide decision-making bodies. Ad hoc committees had specific purposes and comprised specially selected persons with interest and expertise for whom the decisional issue was relevant. Irrelevance of many issues to members of standing committees created disinterest. They said, "We tune out." Teachers often acknowledged that if an issue did not affect their job, they would not say anything. Thus, unless an issue impinged on a teacher's own area of operation, his or her decision-making involvement was constrained by its irrelevance.

Teachers reacted negatively also if participative decision making involved persons other than those most involved in the issue. The further that decision making was removed from the point of implementation, then the less relevance it seemed to have and the less credible were the decisional outcomes. It was because of the immediate relevance of issues that unit level or instructional level decision making was so inviting and so powerful.

Informal Influences

Informal influences were apparent in three schools in relation to either the leadership team or the schoolwide decision-making body. The leadership team at one school sought informal advice from respected and influential members of staff prior to the resolution of schoolwide decisional issues. This procedure occurred even to the extent that "staffs often wouldn't realize they were being involved in the decision." Yet influential teachers were aware of their influence on the leadership team. One teacher acknowledged, "We've seen our recommendations and decisions, offered informally, implemented by them." The assistant principal admitted, "You confer with individuals who are knowledgeable. Look for those people."

At another school, the dean of students and the instructional consultant exercised informal influence, acting as buffers between the principal and teachers. Teachers felt more confident of accomplishing their goals by informally approaching these people than by formally using school structures. Formal meetings did not give teachers the same degree of confidence.

At a different school, informal influence was exercised through the schoolwide decision-making body, by the technique of changing representatives on the body. People who felt strongly about an issue attended the schoolwide body because strong feelings could help to sway opinions. Often this procedure reflected "negativism in units, between units, and in staff lounges," as in the case of the folk fair. As a result, a poll of teachers to determine staff support levels was approved. The issue was able to be raised again in debate at the schoolwide decision-making body because of the exercise of informal influence throughout the staff.

Informal influence was not always viewed as a decisional constraint. If it was exercised by respected, knowledgeable people, then positive contributions resulted. The lack of visibility of such decisions was a constraint, however. Since informal processes were not open, identifiable, and visible, they were suspect.

Communication

Aspects of communication that constrained decision making at the participative level included hasty acceptance of strong views, limited experience of faculty in group decision-making processes, and varied reporting of meeting outcomes to faculty groups.

Participants sought to avoid conflict whenever possible, just as principals did. If individual members of groups felt strongly, one didn't oppose them. When a person's stance was known, one was wary of "treading on his or her toes." Thus strong views were accepted quite readily, as in the case of the folk fair at one school.

Consensus was often achieved in that if no one spoke against an issue, it was assumed to be acceptable. Yet earlier discussion had often been inadequate to prepare representatives to contribute effectively. The art of representing a group opinion was not well developed.

Whereas at one school there was good communication from the schoolwide decision-making group--including reports from representatives, printed minutes, and taped recordings of proceedings--so that "no one can say they don't know what is going on," at a second school where no official minutes were distributed, staff commented on "tremendous variance in reporting back to teams." Staff also found it irritating that decisions were not always fed back to them by their representatives. "You come two weeks later and someone says, 'I didn't hear that.'" Decision making was constrained by ineffective communication.

Implementation

Implementation of decisions throughout the school was affected by the immediacy of action following decisions, by the quality of the principal's supervision, and by attitudes developed toward the reassessment of decisions.

The staff at one school appreciated that everything was done by the date set for it; there was no procrastination. At another school, however, many issues remaining unresolved after schoolwide meetings were never again listed. Staff volunteers for study hall was an example cited. Teachers, as a result, never thought about using the schoolwide body as a vehicle. Matters needed to be acted on if the body's contribution to decision-making processes was to be recognized.

Participative decision making was constrained when effective supervision of the implementation process was not undertaken by the leadership team, especially the principal. Some issues, such as tardiness and hall passes, kept recurring because "after the decision" processes were not sufficiently supervised. One administrator admitted, "Once worked out, we expect action. We have too much faith in human nature . . . we need to be more skeptical." Decision making was constrained when original problems were not resolved by the decisional outcome. Authoritative leaders and participative decision-making bodies did not always exert continuing and tenacious supervision to ensure commitment to, and compliance with, decisions.

Membership

Teachers considered the membership policies that applied to schoolwide decision-making bodies to be quite significant. None of the principals personally selected members of schoolwide bodies. Members were nominated by the groups they represented, thus eliminating any charge that the groups comprised "the principal's people," an inner circle of selected personnel. It was widely held that the latter approach would seriously constrain participative decision-making processes.

Membership in one school was discontinuous, in that any teacher could represent his or her group from week to week. Some concern was expressed that a lack of continuity resulted from this approach, and that feedback mechanisms suffered through members' lack of full awareness of discussion sequence. In another school, a minimum of nine weeks' membership for representatives was suggested, though not mandated, to achieve both continuity and wider staff involvement. It was generally believed that participative decision making was constrained if the same persons were consistently involved, or if turnover was too rapid.

In one school, nonparticipants in schoolwide decision making were not aware of the participative decision-making process and seemed unaffected by it.

Role Perceptions

In Chapter IV the following characteristics of roles were listed (Lipham & Hoeh, 1974):

1. They are complementary and interlocking.
2. They are institutional "givens" and not "made to order."
3. They are somewhat flexible, having behaviors ranging along a continuum from "required" to "prohibited."
4. They vary in scope from functionally specific to functionally diffuse.

Close parallels between these characteristics and the characteristics of decision making emerged in this study. For example, the first characteristic reflects the interlocking nature of the roles of the principal and members of the leadership team (authoritative decision making), or of the principal and members of schoolwide decision-making bodies (participative decision making). The third characteristic parallels the dimensions of decision content proposed in this study, where the roles of members of the district office, the principal, members of the leadership team, members of schoolwide decision-making bodies, ad hoc committee members, and faculty were all somewhat flexible, having behaviors ranging along a continuum from "mandated" to "prohibited."

Figure 4.6 also applied aptly to this study. The principal's self-expectations for the principal's role, teachers' expectations for the principal's role, and the principal's perceptions of teachers' expectations for the principal's role were all revealed by the data.

The existential distance between points A and B clearly was lengthened in one school by differing perceptions of the principal's role in authoritative decision making. Staff wanted the principal to dictate decisions on such issues as smoking in the staff lounge and sophomore English, but the principal was firm in his resolve to let teachers solve problems. In these cases, the intraceptive distance (from point A to point C) and the communicative distance (from point B to point C) were both considerably shortened, as the principal's perceptions of the teachers' expectations for his role were very clear indeed, and he was able to communicate the differences in expectations to the teachers concerned. Major decisional constraints emerged, however, when lines AC and AB were both lengthened. This occurred in one school on the matter of honor pins. The principal's perceptions of teachers' expectations for his role were that he would make the policy decision, and the method of implementation would be the teachers' responsibility. Teacher, however, expected that the principal would leave to them the policy decision concerning the future of honor pins. The distances between points A, B, and C were considerable.

Of specific relevance to the participative decision-making aspect of this study was the complementarity of role expectations and perceptions between interlocking organizational roles (Figure 4.7). For application to this study, triangle ABC continued to represent the principal's role, but triangle A'B'C' was modified to represent the roles of members of schoolwide decision-making bodies (Figure 5.8). The length of lines A-A', B-B', and C-C' were particularly significant in the determination of role congruence. For participative decision making to be effective, the principal and members of schoolwide decision-making bodies needed to be in agreement on role expectations. The more that members' expectations for the principal's role (point B) and the principal's expectations for the members' roles (point B') were compatible, the shorter line B-B' became. Similarly, the more that the principal's self-expectations for the principal's role were compatible with the members' expectations for the members' roles, the shorter was line A-A'. As a result, the closer the two triangles came

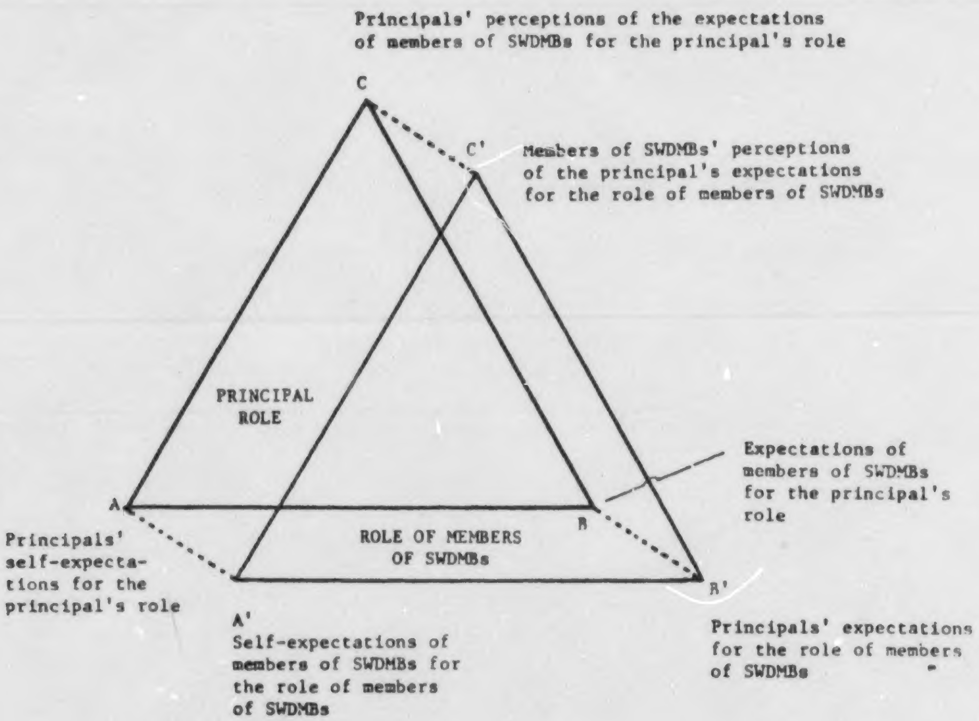

Principals' perceptions of the expectations of members of SWDMBs for the principal's role
C
C'
Members of SWDMBs' perceptions of the principal's expectations for the role of members of SWDMBs
PRINCIPAL ROLE
Expectations of members of SWDMBs for the principal's role
A
B
Principals' self-expectations for the principal's role
ROLE OF MEMBERS OF SWDMBs
B'
A'
Self-expectations of members of SWDMBs for the role of members of SWDMBs
Principals' expectations for the role of members of SWDMBs

Figure 5.8. Complementarity in Role Expectations and Perceptions Between Principals and Members of Schoolwide Decision-Making Bodies.

Adapted from: Lipham, J. M., & Hoeh, J. A. The principalship: Foundations and functions. New York: Harper and Row, 1974.

together, the greater was the possibility of effective participative decision making. This involved line C-C' also. The way principals perceived members' expectations for the principal's role, and the way members perceived the principal's expectations for members' roles were similarly significant. The change in report cards is worthy of examination. The principal perceived that members expected him to determine future policy on report cards. The members perceived that the principal expected them to determine future policy on report cards. Thus, line C-C' was considerably lengthened. The longer the line, then the less was the congruence between roles, and the greater was the role conflict.

Figure 5.8 is applicable to all individuals involved in schoolwide decision making. Application of the questions at each point of triangle ABC to the principal's role, and at each point of triangle A'B'C' to the role of members of schoolwide decision-making bodies produced instances of both role congruence and role conflict in this study.

Role congruence developed through mutual agreements by principals and members of schoolwide decision-making groups concerning their mutual role expectations in relation to authoritative and participative decision making. Examples from the four schools of consensus regarding role expectations at all points of the triangles in Figure 5.8 included:

1. The principal was expected to take immediate, decisive action on urgent issues.
2. The principal was expected to modify his stance on issues because of member input to schoolwide decision-making bodies.
3. The principal was expected to respect members' suggestions.
4. The principal and members of schoolwide decision-making bodies expected groups to select their own representatives to schoolwide bodies.
5. The principal was expected to allow an open agenda.
6. The principal and members of schoolwide decision-making bodies expected immediate implementation of the decisions made.
7. The principal and members of schoolwide decision-making bodies expected to reach decisions by consensus.
8. The principal and members of schoolwide decision-making bodies expected that issues would be discussed initially at the unit level.
9. The principal and members of schoolwide decision-making bodies expected that decisions would be communicated to colleagues consistently, thoroughly, and effectively.

The effect of role congruence between principals and members of schoolwide bodies was to merge triangles ABC and A'B'C', indicating complementarity and compatibility of roles.

Conversely, however, role conflicts developed through disagreements between principals and members of schoolwide decision-making bodies over role expectations in relation to authoritative and participative decision making. Examples of conflicting role expectations between principals and members of schoolwide bodies included:

1. Whereas members of schoolwide decision-making bodies expected to make decisions on key policy issues, principals expected members only to offer advice on many such issues.
2. Whereas meetings of the schoolwide decision-making body in one school were convened by the leadership team only when required, regular meetings were expected by members.
3. Whereas one principal expressed his views early in discussions, members of schoolwide decision-making bodies expected that members' views would be listened to first, without prejudice.
4. Whereas principals attempted to submerge conflict, some members of schoolwide decision-making bodies sought the chance to expose conflict so that issues could be analyzed and resolution achieved.
5. Whereas principals expected members of schoolwide decision-making bodies to discuss most schoolwide

issues, members expected to discuss only those issues relevant to their own roles.

6. Whereas principals expected members of schoolwide decision-making bodies to criticize the principal's views whenever necessary, members felt that they had to agree with the principal's views.

The result of these role conflicts between principals and members of schoolwide decision-making bodies was to force triangles ABC and A'B'C' apart, indicating incompatibility and lack of complementarity of roles. The decisional constraints listed earlier--principals' attitudes, hierarchical effects, irrelevance, informal influences, communication factors, implementation methods, and membership policies--also acted to lengthen the conflict distance between the role triangles. The achievement of role congruence in schoolwide decision making was enhanced only as the impediments were minimized.

Leadership Behavior

The leadership behavior of principals impinged significantly on decision-making processes of schools in this study. Factors relating to principals' structural, participative, and supportive leadership that were inherent in the data are described next.

Structural Leadership

Teachers referred consistently to principals' leadership behavior "that emphasizes good attainment through planning, organizing, coordinating, and delineating relations between the leader and the group and among members of the group" (Lipham, 1980).

First, structural leadership implied to teachers that the principal would take immediate decisive action on urgent decisional issues. The staff of one school appreciated that the principal "will never turn his back on a situation." It was said that another principal "runs a tight ship. He doesn't back down from problems."

Second, structural leadership implied that the delegation of responsibilities to other members of the leadership team would be clear and deliberate. When relations concerning delegation were delineated clearly, subordinates never felt undermined. One principal acknowledged, "If they want input, I give it. Otherwise, I keep out."

Third, structural leadership was reflected in one principal's determination to develop a cohesive school philosophy against which teachers could mirror their own stance. As a result, "People who fit in, stay. People who don't, leave voluntarily--but they go."

Fourth, the principal was expected to exercise leadership by thoroughly monitoring the implementation of decisions. Teachers recognized that they became lax, that they needed prompting, that there was a surprising amount of "neglect and lethargy." Teachers believed that staff adherance to routines and processes arising from decisions was a reflection of effective leadership.

Fifth, the development of positive relationships with the district office signaled effective principal leadership. Teachers appreciated the benefits that they assumed accrued to the school from such an alliance. One evidence of leadership was if teachers felt that their principal could "pull things off that others can't."

Halpin (1958) suggested that teachers "can quickly spot the phony who tries to hide his ineptness in the soggy oatmeal of a pseudo group process." The concept of structural leadership, the antithesis of that ineptness, was supported strongly in this study. Teachers desired the adept behavior of a leader who took decisive action on urgent issues, who delegated responsibilities effectively, who initiated cohesion and unity of purpose, who supervised implementation processes thoroughly, and who developed positive relations with external policy makers.

Participative Leadership

Participative leadership was defined by Lipham (1980) as "behavior that fosters both planning and work interdependence and includes group members in the decision-making process." To varying degrees, principals in the four schools had implemented structures that encouraged teacher participation in schoolwide decision making. Experience gained by teachers in the process led them to make strong assertions regarding participative leadership. They stressed that principals needed to approach issues open-mindedly, to be prepared to modify their preconceived notions, to seek actively teachers' advice and input, to portray supportive behavior, to allow the operation of a balanced leadership team, and to prove by their leadership behavior that their endeavors to involve teachers in decision making were genuine.

First, teachers expected principals who practiced participative leadership to encourage and respect staff input on decisional issues. One faculty appreciated that their principal "never scoffs at a suggestion." At another school, the principal warmly appreciated comments at a faculty meeting concerning advisors meeting with sophomore students to determine schedules. It was a matter that had been completely overlooked until then.

Second, participative leadership meant that principals were prepared to modify their stance on issues. One principal acknowledged that he knew what he wanted on student scheduling procedures, but he was "always willing to compromise. If I can't get 100 percent, I'll take less." Members of the leadership team at another school modified their stance on the conduct of a second open house for the school year as a direct result of staff input.

Third, principals who sought teacher advice and input actively were acknowledged to be participative leaders. One principal refused to sanction an additional tardy bell until the matter was discussed at the schoolwide decision-making body. Another principal refused to dictate directions regarding smoking policy in the staff lounge. A third principal consistently submitted to staff for their consideration methods for implementing such matters as performance-based objectives and test results and filmstrips from the R and D Center.

Fourth, participative leadership was enhanced if the principal was strong in supportive behavior. Participative and supportive leadership dimensions were complementary. In the two schools where schoolwide decision-making bodies utilized open agendas, including policy items, the supportive behavior of the principals was confirmed frequently by teachers. One teacher said about her principal, "I've never worked under such leadership. Rapport, personality--he's just got it; and when you've got it, you've got it. He makes you feel at ease--he has the knack. He is genuinely interested in what you are doing. If you need backing, you get it." At another school, teachers expressed sincere appreciation of their principal who "backs [us] up with parents. He is extremely supportive of faculty when there is outside pressure."

Fifth, the principal's recognition and use of the composite strengths of members of the leadership team, coordinators, and team leaders enhanced participative leadership. Where particular abilities were not available in one member, but were able to be exercised by another member of the leadership team, the sense of participation was encouraged. In one school, the principal's reluctance to confront staff was overcome as associate principals assumed that role. In another school, the reluctance of some staff to approach the principal was overcome through the approachability of other members of the leadership team. Where a principal was not threatened by such complementarity in abilities, he was able to utilize the strengths to encompass greater breadth in his participative leadership. Examples included the use of ad hoc committees in three schools wherein principals entrusted to staff groups responsibility for developing recommendations on a wide range of issues. The allied arts festival at one school was totally planned and organized by a committee established for that purpose. The principal's view of participative leadership led him to entrust decisions concerning the festival to the committee, without the need for him to intervene, unless by request. The principal did not believe that it was necessary to become involved in every minor decision.

Finally, the major problem faced by principals seeking to exercise participative leadership was to prove to teachers that their intentions were bona fide. Teachers in all schools suggested that participative leadership was only a means whereby principals' actions might be legitimized. Despite sincere endeavors by principals, teachers generally believed that the "structures keep us better informed, rather than involve us in decision making; management has to rule."

Participative leadership, as with participative decision making, often involved serious constraints. Nevertheless, deliberate actions taken by principals to initiate participative administrative structures, to minimize barriers in interaction, and to foster a genuine sense of involvement were all identified.

Supportive Leadership

Principals in the study schools exhibited "behavior that indicates friendship, warmth, and trust, and enhances individual feelings of worth and importance" (Lipham, 1980). Teachers recognized supportive leadership by principals when community, parental, and district office pressures were relieved; when subordinates were trusted or assisted with delegated responsibilities; when appreciation for teachers' contributions to schoolwide decision-making bodies was forthcoming; when a policy of openness and visibility was adopted; and when staff morale was boosted. The amount and quality of action initiated by principals in these areas was a measure of their supportive leadership.

First, supportive leadership by principals relieved community, parental, and district office pressures on teachers. Teachers at one school appreciated the fact that the principal was extremely supportive of faculty when there was outside pressure. He let them know what he thought privately, but publicy he was supportive. It led to a secure feeling. The same principal backed teachers with parents during conferences. "He's very supportive; he was a big help." Teachers recognized that he "will go in to bat for his school, for the kids, and the teachers on anything. He will be right there looking out for its welfare all the time." When the school had pressure on it from the school board and the superintendent, "the principal did a really good job of buffering us from them."

Second, supportive leadership by principals was reflected in their attitudes toward subordinates handling delegated responsibilities. At some times, total trust in the subordinates by the principal constituted supportive leadership. At other times, the principal's assistance in response to a request was the appropriate supportive behavior. In one school, the suspension of students was delegated to other members of the leadership team. If necessary, however, the principal would "act on suspensions, himself, and pass the decision on to the assistant principal concerned. He will never turn his back on a situation, and is totally supportive." One of the assistant principals stressed, "I'm always comfortable, because the principal supports me and backs my decisions. He will always consider my reasons and my feelings. I never feel undermined." At another school, one of the leadership team appreciated that the principal "seldom second-guesses . . . decisions we make. He delegates and he doesn't interfere."

Third, supportive leadership by principals was recognized when principals encouraged and appreciated teachers' contributions to schoolwide decision-making bodies. In one school, the schoolwide decision-making body made everyone feel quite professional. They were part of the whole structure. Their ideas were worth something. They were not squelched. The principal stimulated everyone to bring up ideas. "Things started weak, but finished strong." Teachers appreciated the fact that the principal never scoffed at a suggestion, and admitted, "It makes teachers very effective when they know the principal is taking their ideas and views into account."

Fourth, supportive leadership was experienced when principals adopted a policy of openness and visibility. The fact, "the principal's door is always open to everyone," made a difference. "The principal is available. He's right out here. Everybody knows him . . . he's visible." One teacher appreciated that the principal never once said, "I'm too busy. See me later." In another school, staff acknowledged that the school was the most open situation they had known. "Staff feel comfortable. The principal fosters that sort of feeling--strongest asset!"

Fifth, the level of supportive leadership was reflected in the level of staff morale. In one school, "The staff is closely knit. They are very supportive of each other. No one is allowed to be an island. The administration sets the tone, too. The principal has 'Z-power'; however his style is not to use the veto, but to involve." As a result, staff had "great respect and affection for each other. That came from the principal."

These insights concerning supportive leadership endorsed the finding by Daresh (1978) that the single most important supportive factor within the school was the leadership behavior of the principal. Moyle's finding (1977), "The multitude of job responsibilities frequently precluded principals from providing supportive leadership to the extent desired by both themselves and others," was also confirmed. Despite the supportive leadership reported above, however, teachers sought evidence of appreciation for their successes within the school. They believed it important for people to be recognized and appreciated. "We know that the principal values us, that we are important to what goes on in the school, but there are few indicators of that. Why does that have to be the situation?" It was significant, however, that the principal also felt unpraised and unappreciated. He "did not get feedback and appreciation from the staff. No, you don't get it." Yet, both the principal and the staff realized, "We all need praise." The same principal described supportive leadership in his own analysis of his task as principal:

> The principal's task is related to the enthusiasm he shows; the communication to teachers that they are working hard and doing a good job; being supportive; providing vehicles for teachers to do their work better; dealing with the disruptive kid; not getting on teachers' backs when they are taking a minute's rest; letting them know I know they are working hard.

Thus, in this study, structural, participative, and supportive leadership of principals was identified, described, and examined.

In this chapter, the data from the four selected schools were analyzed. The three constructs of decision theory--stages, content, and involvement--were contained in a model which also incorporated the concept of decisional constraints. Each component of the model was described and analyzed. The three dimensions of leadership behavior--structural, participative, and supportive--were described and analyzed in relation to the data that emerged. The propositions generated in each school, the supporting data, and the literature were used to elaborate the constructs and dimensions and thereby to establish the decision-making processes and leadership behavior in the selected schools.

CHAPTER VI

OVERVIEW, CONCLUSIONS, AND IMPLICATIONS

This chapter contains three sections. The first section provides a broad overview of the study. The next section summarizes the major conclusions and related implications for practice. The final section presents implications for further research.

Overview of the Study

This study consisted of descriptions, analyses, and explanations of decision-making processes and leadership behavior at the schoolwide level in four secondary schools that individualize their educational programs. Field study methodology, including in-depth interviews, observations, and document analysis, was used to obtain the basic data. School-based propositions relating to decision-making processes and leadership behavior were generated in each school.

The conceptual and theoretical constructs that emerged as relevant to this study included decision theory (Bridges, 1969; Rogers & Shoemaker, 1971; Lipham, 1974; Mohrman et al., 1978; Watkins, 1978; Speed, 1979) with emphasis on decision content, decision stages, and decision involvement; leadership theory (Getzels & Guba, 1957; Halpin & Winer, 1959; Bowers & Seashore, 1966; House, 1971; Lipham, 1980) with emphasis on three leadership styles that impinged on schoolwide decision making--structural, participative, and supportive; and role theory (Getzels & Guba, 1957; Getzels, Lipham, & Campbell, 1968; Lipham, 1974) incorporating role congruence and role conflict.

Decision making in the school was analyzed according to decision content, stages, and involvement. Decisional constraints emerged as an additional component and were incorporated with the other three constructs into a model, shown in Figure 5.1, that describes the dimensions of decision making as observed in the subject schools.

Three categories of issues in decision content were identified at the schoolwide level. These categories mirrored the categories utilized at the districtwide level in participative decision making concerning collective bargaining, i.e., mandatory, permissive, and prohibited content areas. Each category was determined at the principal's discretion. These categories were found to be applicable to schoolwide decision making.

Decision stages were found to follow the rational decision-making model, but were compacted into three basic categories--before the decision, the moment of decision, and after the decision. The data disclosed that the six-step process of rational decision making, as depicted in Figure 4.2, was not so neatly sequenced.

Decision involvement was analyzed within two categories of authority decisions described by Rogers and Shoemaker (1971)--authoritative and participative. Authoritative decision making was exercised by the district office, the principal, and the school leadership team; participative decision making was exercised by schoolwide decision-making bodies, ad hoc committees, and the faculty. Interrelationships between decision content, stages, and involvement were examined, and effects of decisional constraints were identified. In addition, the impact of leadership behavior on decision-making processes at the schoolwide level was identified, described, and analyzed.

The study was conducted in two senior high schools and two middle schools that were associated with the R and D Center in the Wisconsin Program for the Renewal and Improvement of Secondary Education (Klausmeier, Lipham, & Daresh, 1980). The data were collected during two six-day visits to each school, these visits being separated by a period of two months so that at the second visit either further progress or resolution of decisional issues could be identified.

A companion study by Rankin (1981) was conducted simultaneously to describe decision-making processes and leadership behavior at the instruction and advising level in the four schools.

Conclusions and Implications for Practice

This section includes the major conclusions that emerged from an analysis of the data. A discussion follows each conclusion. The conclusions are organized and sequenced around the major theoretical constructs including decision stages, content, and involvement, decisional constraints, and structural, participative, and supportive leadership. Some implications for practice follow each major conclusion.

Conclusion A--Clarification of Decision Stages

If principals specify decision involvement and content at each of the decision stages--before the decision, the moment of decision, and after the decision--then responsibilities are clarified and misunderstandings are minimized.

Involvement "before the decision," "at the moment of decision," and "after the decision" varied. On some issues related to authoritative decision making, such as assignment of staff and hiring of staff, no involvement was allowed. On other issues, such as the introduction of new courses and open house planning, schoolwide decision-making bodies, ad hoc committees, and the faculty were permitted to exercise a participatory role "before the decision," but were not involved "at the moment of decision." On other issues, for either authoritative or participative decision making, such as honor pins and contract items, involvement occurred only "after the decision." Because of the breadth of potential for involvement and the varying possibilities concerning content at each stage, proposed procedures on most major decisional issues should be specified by principals and communicated to staffs. Thus, principals could alleviate some of the teachers' concern regarding the nature of their role--whether it is advisory, as "before the decision"; whether it is shared, as at "the moment of decision"; whether it is implementation, as "after the decision"; or whether the teachers' role embraces all three stages on certain issues of decision content.

Implications.

1. When decisional issues arise, they should be analyzed by principals so that appropriate action for their resolution can be initiated. Strategies for examination of the issues "before the decision" must be considered; the nature of the actual "moment of decision" must be determined; and the mode of communication, implementation, and evaluation "after the decision" must be decided.
2. Teachers involved in schoolwide decision-making bodies should recognize that the role of such bodies varies. The role may embrace all three decisional stages on some issues, while on other issues it may be restricted by the principal, the teachers' contract, or other factors to less than three of the stages.

3. The process of formulating and weighing alternatives may expose new problems which need clarification and definition "before the decision." The resultant network of issues may require that new priorities be established for issue resolution or that simultaneous consideration be given to broader issues.
4. Methods to be used at "the moment of decision" should be recognized. In authoritative decision making, decisions generally are made deliberately by the responsible person without the need for consensus or vote. In participative decision making, however, the moment of decision is the moment of consensus, or of majority vote, reflecting emerging insight into the decision that should be accepted.
5. Systematic reporting of schoolwide decisions should occur. This can be achieved either by distributing minutes or by tape recording proceedings, by the regular attendance of a member of the leadership team at the location where reporting back occurs, or by general announcements at regular faculty meetings and supportive written memoranda.
6. Immediate, continuous, and tenacious monitoring of the implementation of decisions is necessary. The "after the decision" stage can be overlooked too easily through a sense of satisfaction that a decision has been made.

Conclusion B--Specification of Decision Content

If principals specify decision content--mandatory, permissive, or prohibited--for decisional issues, then the credibility of both authoritative and participative decision making is enhanced, and the sequence through decision stages is defined.

At the school district level in negotiations with teachers, three categories of decision content were utilized--mandatory, permissive, and prohibited. Mandatory issues were those about which parties must bargain; permissive issues were those about which parties may bargain; prohibited issues were those about which parties were legally prohibited from bargaining. At the schoolwide level, the same categories applied when principals involved teachers in the decision-making process.

When clear decisions were made and communicated by the principal regarding the decision content of an issue--whether it was mandatory, permissive, or prohibited--security and confidence were engendered because the staff learned what was expected of them. Unlike the school district level, wherein decision content was often subject to disagreement, the principal's prerogative to determine decision content was generally unquestioned. When the principal did determine content, then the process improved significantly.

Implications.

1. Principals should examine decisional issues that recur from time to time--staff assignments, hiring of staff, teacher evaluations, school budgeting, scheduling, etc.--to determine the substance of their decision content. Establishing categories of decision content at the schoolwide level allows teachers to recognize the opportunities for and the boundaries of participative decision making.
2. Differentiation between policy and implementation issues and between advisory and decision-making participation is helpful to principals when they are considering decision-making processes.
3. Principals need sound justification if they prohibit participation on decisional issues. "Any government agency should be interested in, and heavily reliant upon, the judgment of its professional staff" (Anderson & Weitzman, 1979).
4. Teachers respect the fact that at the schoolwide level some decisional issues belong in each category of decision content. They do not expect involvement on all issues, nor do they expect exclusion from all issues. Teachers do expect for each decisional issue a clear definition of the status of its decision content--whether it is mandatory, permissive, or prohibited.

Conclusion C--Categories of Decision Involvement

In relation to decision involvement, authoritative decision making in schools is exercised by the district office, the principal, and the leadership team; participative decision making is exercised by the schoolwide decision-making body, ad hoc committees, and the faculty.

Rogers and Shoemaker (1971) categorized authority decisions as authoritative and participative. In the present study, authoritative decisions relating to schools were acceptable if they were made by the district office, the principal, or the leadership team. Acceptance was related to ultimate authority. Because principals were ultimately responsible to the administration, school board, and community, teachers accepted as legitimate the fact that principals periodically should make authoritative decisions. This applied also to personnel in the district office, who by the nature of their responsibilities, had the authority to intervene on certain issues. Members of the leadership team who were delegated specific decisional issues by the principal enjoyed the same legitimate authority.

Participative decision making was undertaken by schoolwide decision-making bodies, ad hoc committees, and the faculty at the discretion of the principal. Typically, viewpoints were shared and decisions were made during and after consultation with those who were affected by the decision.

Implications.

1. The nature of decision involvement on specific issues should be clarified. Principals should indicate whether the decision making will be authoritative or participative and with whom the responsibility will reside at each stage of the decision-making process.

Conclusion D--The Involvement of the District Office

Increased interaction between personnel from the district office and school staffs is desirable in making certain decisions.

Schoolwide decision making rarely involved the district office and district office personnel rarely visited schools. As a result, teachers generally expressed negative attitudes toward district personnel. Mutual failure to appreciate the constraints of the other party was evident.

Teachers appreciated that principals acted as a buffer between them and the district office when specific pressures arose. In particular, teachers believed that if their principal enjoyed positive relations with the district office, then districtwide decisions relating to their school would benefit them.

The principal's role in interpreting the contract agreement between the district and teachers was unchallenged. Since contract items were "givens" and not open to discussion, the principal's role was one of implementation only.

When the district office was involved in schoolwide issues, as in one school, processes and personnel external to the school were utilized. As a result, teachers felt that decisions were removed from the point of implementation. Involvement in the decision-making processes of the school by district personnel was considered to be preferable.

Implications.

1. Central office staff and board members should visit district schools so that their awarenesses of day-to-day practices in the schools might be improved, so that the faculty becomes aware of constraints faced by district administrators, and so that mutual awareness of roles, strengths, and frustrations might be enhanced.
2. Principals should develop positive relations with district personnel.

Conclusion E--The Involvement of the Principal

The principal is the most significant single influence in schoolwide decision making.

Because principals exercised ultimate authority for many of the decisions made, teachers accepted that principals should act authoritatively on urgent decisional issues, institute decision-making structures with which both the principal and teachers felt secure, develop a clearly stated school philosophy as a basis for schoolwide decision making, and strenuously monitor the implementation of decisions.

Implications.

1. Teachers expect principals to exercise decisive, firm leadership in decision making.
2. Principals should establish support structures to assist in schoolwide decision making and should clarify with staff the role that these structures will play.
3. A clearly stated school philosophy can provide a sound basis for decision making.
4. Decision making is not concluded when a decision is made. Teachers expect principals to ensure that decisions are put into practice.
5. Mutual expressions of praise and appreciation are an essential component of high staff morale.

Conclusion F--The Involvement of the Leadership Team

Although teachers generally look to the principal as the final authority on schoolwide issues, they appreciate the operation of a balanced leadership team.

Constant, informal, and open interaction among members of the leadership team was viewed positively. Staffs appreciated the presence of a group of responsible persons who were accessible on schoolwide issues. This appreciation was particularly noticeable when members of the leadership team were able, through their collective abilities, to compensate for each other's shortfalls. Members of the leadership team appreciated clear delegation of duties by the principal, accompanied by confidence that the principal would intrude only if requested to do so. All staff needed to feel an affinity with the leadership team through at least one of its members. Courage, vision, perception, accessibility, tenacity, and charisma were designated expectations of the leadership team. Only decisional action from the principal was sufficient, however, when contentious issues emerged.

Implications.

1. Members of a leadership team should be mutually supportive, each exercising one's own strengths to effect balanced leadership.
2. The principal must act decisively when contentious issues emerge.
3. When hiring new members for the leadership team, members of selection panels should take cognizance of the need for a balanced team.
4. Delegation of duties by the principal without subsequent unrequested intrusion is a source of growth and experience.

Conclusion G--The Involvement of Schoolwide Decision-Making Bodies

The role of schoolwide decision-making bodies in participative decision making is affected significantly by supportive or constraining actions of the principal.

The role of schoolwide decision-making bodies was enhanced if an open agenda was encouraged; if the principal was seen to modify his stance on issues under discussion; if the principal could accept criticism of his views without threat or defensiveness; and if such bodies were not seen by teachers as sources of legitimation for principals' views. Under these circumstances, decisional outcomes were received well by staffs, who generally believed that shared decisions were good decisions. On the other hand, the role of schoolwide decision-making bodies was constrained if the principal failed to clarify decision content, stages, or involvement; if the principal's views were presented too early in discussions; if it was recognized that the principal retained ownership of an issue; or if the principal attempted to quell conflict on decisional issues too quickly.

Implications.

The principal can support the participative role of schoolwide decision-making bodies in positive ways:

1. An open agenda should be allowed so that the ability of staff to raise issues is not restricted.
2. The genuineness of the principal's participative decision-making policy should be reflected by his or her modification, when appropriate, of preconceived ideas on decisional issues.

3. Staff will learn to criticize or challenge the principal's views on issues when the principal learns not to reveal feelings of threat or defensiveness.
4. Schoolwide decision-making bodies should not be used to seek institutional support for the principal's own views. The bona fide roles of advice and/or decision making for schoolwide decision-making bodies should not become subservient to, or displaced by, a legitimating role.
5. Clarification of decision stages, content, and involvement by the principal on decisional issues helps overcome constraints.
6. If the principal presents his or her own views early in group discussions, input by subordinates is constrained.
7. On issues that principals have personally initiated, nurtured, believed in, and for which they have ownership, the natural instinct is to defend such issues against all change. Principals should incorporate these issues into participative decision making only if they are prepared to modify their stance.
8. Desire to quell conflict quickly may inhibit the opportunity for a thorough examination of all implications of an issue. Both principals and staffs should develop group decision-making techniques, including the ability to deal constructively with conflict situations.

Conclusion H--The Involvement of Ad Hoc Committees and the Faculty

When ad hoc committees with clearly-defined parameters are established, with membership based on relevance, interest, and expertise, decision involvement by the faculty is extended, and recommendations are developed by people who are close to the point of implementation.

Ad hoc committees were established in the four schools to facilitate the decision-making process. They were each concerned with one specific issue and were able to concentrate on that issue without time or agenda constraints. Members were bound by a common purpose and were united through relevance, interest, and expertise. Although specific guidelines were usually laid down by the principal, frustrations were experienced when the committee's actual task was not clearly enunciated.

Implications.

1. Membership on ad hoc committees should be based on relevance, interest, and expertise.
2. Parameters for the operation of ad hoc committees should be defined clearly.

Conclusion I--Decision-Making Constraints

Balance between authoritative and participative decision making is often constrained. Numerous variables thwart the achievement of an unhindered and unified school decision-making structure.

Endeavors by principals and staffs to maintain some balance between authoritative and participative decision making were often affected by the principal's attitude, hierarchical effects, irrelevance of issues to participants, informal influences, communication of decisions, implementation of decisions, membership of decision-making bodies, and role perceptions of participants.

Implications.

Several conclusions relating to the variables emerged; implications for practice are implicit in the conclusions.

1. The attitude of the principal affects participative decision making in the school significantly (Conclusion G).
2. Despite the principal's accessibility, visibility, and sincere expressions of good faith in participative decision making, hierarchical position acts as a significant constraint by creating barriers which many persons find difficult, if not impossible, to breach.
3. The perceived irrelevance of some issues limits members' participation in discussion on the schoolwide decision-making bodies.
4. Informal influences in schoolwide decision-making are a constraint to the extent that they are not open, identifiable, or visible.

5. Communication on schoolwide decisional issues is constrained by hasty acceptance of strong views, restricted input or silence by members at meetings, insufficient prior discussion with those whom the member is representing, and ineffective reporting of decisions.
6. Unless immediate action, efficient supervision of action, and ongoing evaluation of action are ensured, implementation of decisional outcomes is constrained.
7. The operation of schoolwide decision-making bodies is constrained by membership factors: selection of members by the principal; consistent involvement of the same personnel; and rapid turnover of members.
8. Role congruence or role conflict develop through perceptions of principals and members of schoolwide decision-making bodies concerning their role expectations.

Conclusion J--The Principal's Leadership Behavior

Structural, participative, and supportive leadership by principals are necessary components of leadership behavior for effective decision making.

The leadership behavior of principals impinged significantly on decision-making processes of schools in this study. Teachers expected principals to be leaders. Numerous conclusions relating to the principal's structural, participative, and supportive behavior emerged in findings concerning decision making, and they are incorporated there. The following implications incorporate and summarize findings on each construct of leadership behavior.

Implications.

1. Structural leadership by principals implies immediate action on urgent decisional issues, clear and decisive delegation of responsibilities to members of the leadership team, development of a cohesive school philosophy as a basis for schoolwide decision making, monitoring of the implementation of decisions, and the development of positive relationships with the district office.
2. Participative leadership by principals implies that principals need to approach issues open-mindedly, to be prepared to modify their stance and preconceived notions, to seek actively teachers' input and advice, to portray supportive behavior, to allow the operation of a balanced leadership team, and to prove by their leadership behavior that their endeavors to involve teachers in decision making are genuine.
3. Supportive leadership by principals implies that community, parental, and district office pressures are relieved, that subordinates are trusted or assisted with delegated responsibilities, that encouragement and appreciation for teachers' contributions to schoolwide

decision-making bodies is forthcoming, that a policy of openness and visibility is adopted, and that staff morale is boosted.

Implications for Future Research

This concluding section contains implications for future research regarding decision-making processes and leadership behavior in secondary schools. First, research is required to determine the appropriateness of the suggestion that categories for decision content at the schoolwide level should parallel those at the school district level. The proposal to transfer the concept of decision content--mandatory, permissive, and prohibited--from the school district bargaining area to the individual school level in order to clarify the status of decisional issues requires further investigation.

Second, a long-term study is necessary to analyze the full range of decisional issues that emerge at the schoolwide level so that clearer insights might be developed regarding decision involvement at authoritative and participative levels.

Third, further investigation is desirable to refine the decisional constraints identified in this study, and to develop theory that suggests relationships between and among these variables.

Fourth, the value of improved administrative arrangements must lie in their effects on student achievement. Thus, studies are needed to analyze the effects of schoolwide decision making and leadership behavior on student outcomes.

Fifth, research should be conducted into the impact of external influences on schoolwide decision making and leadership behavior. Formal and informal influences--professional, political, philosophical, parental--that are exerted should be investigated.

Finally, interrelationships among personnel on schoolwide decision-making bodies impinge on many theoretical and practical considerations. Each of these concerns should be examined: social systems theory and its implications concerning role expectations between and among members; conflict resolution approaches; and group decision-making strategies.

In this chapter, the overview, conclusions, and implications of the study were presented. The first section included a broad overview of the study. The next section provided a summary of the major conclusions and related implications for practice. In the final section, implications for future research were presented.

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APPENDIX A

TEN COMPREHENSIVE OBJECTIVES OF THE WISCONSIN PROGRAM FOR THE RENEWAL AND IMPROVEMENT OF SECONDARY EDUCATION

COMPREHENSIVE OBJECTIVES FOR SECONDARY EDUCATION

Source: Klausmeier, H. J., Lipham, J. M., & Daresh, J. C. The renewal and improvement of secondary education: Concepts and practices. Madison: Wisconsin Research and Development Center for Individualized Schooling, 1980.

COMPREHENSIVE OBJECTIVE 1. EDUCATIONAL PROGRAMMING FOR THE INDIVIDUAL STUDENT.

An individual educational program of course work and other activities is arranged for each student each semester that satisfies the student's developmental needs and characteristics and that also meets district and state requirements.

COMPREHENSIVE OBJECTIVE 2. CURRICULAR ARRANGEMENTS

A comprehensive and flexible curriculum is developed that meets state and district requirements and that facilitates educational programming for the individual student.

COMPREHENSIVE OBJECTIVE 3. EXPERIENTIAL LEARNING AND CAREER EDUCATION

Career education is arranged for all students; experiential-learning activities and/or work experiences in the community are arranged for each student who can profit from them.

COMPREHENSIVE OBJECTIVE 4. STUDENT DECISION-MAKING ARRANGEMENTS

Students progressively assume more responsibility for planning, implementing, and evaluating their programs and activities with a lesser amount of adult direction and control.

COMPREHENSIVE OBJECTIVE 5. EVALUATING STUDENT LEARNING AND EDUCATIONAL PROGRAMS

The individual student's progress toward attaining his/her course objectives, the student's instructional program in each course, the student's total educational program, and the school's total educational program are evaluated systematically.

COMPREHENSIVE OBJECTIVE 6. ADMINISTRATIVE ARRANGEMENTS

The school's administrative arrangements provide for cooperative planning and shared decision making by the persons responsible for implementing the plans and decisions that are made, mainly administrators, counselors, teachers, and students.

COMPREHENSIVE OBJECTIVE 7. ORGANIZATION FOR INSTRUCTION AND STUDENT ADVISING

The faculty and students are organized into groups so that an effective educational program is arranged for the individual student each semester and advising is personalized.

COMPREHENSIVE OBJECTIVE 8. HOME-SCHOOL-COMMUNITY RELATIONS

Effective communication and cooperative educational efforts between the school and the community are carried out as part of a program of home-school-community relations.

COMPREHENSIVE OBJECTIVE 9. INTERNAL AND EXTERNAL SUPPORT ARRANGEMENTS

The environment for learning and instruction in the school and for work and other educative experiences in the community is enriched through the intellectual, technical, and material support provided by school and school district groups, and by external agencies, such as regional educational laboratories, the state education agency, intermediate agencies, teacher-education institutions, and professional associations.

COMPREHENSIVE OBJECTIVE 10. CONTINUING RESEARCH AND DEVELOPMENT

Student learning and personality development, instruction, advising, administrative arrangements, and other educational processes become better understood and are improved through continuous research and development conducted by school personnel and cooperating individuals and agencies.

APPENDIX B

DECISION INVOLVEMENT ANALYSIS QUESTIONNAIRE

Decision Involvement Analysis

Studies of the Organization of the School

James M. Lipham
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INSTRUCTION SHEET

The purpose of this research is to determine teacher involvement in the decision-making process, teacher perceptions of the principal's leadership, and teacher job satisfaction in secondary schools.

This instrument consists of FOUR PARTS:

Part I: Decision Involvement Analysis

Part II: Principal Leadership Assessment

Part III: Job Satisfaction Survey

Part IV: Personal Data

The instrument should take approximately 30 minutes to complete.

Please 1. READ THE DIRECTIONS on each part of the instrument.

2 ANSWER ALL QUESTIONS in the spaces provided.

All responses will remain confidential and none will be identified by person, school, or school district.

THANK YOU FOR YOUR PARTICIPATION

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Center Contract No. OB-NIE-G-78-0117

PART I. DECISION INVOLVEMENT ANALYSIS

DIRECTIONS: Please mark the appropriate response for each of the two questions below for each of the 20 decisional issues.

		QUESTION 1: What is your ACTUAL EXTENT of participation in making this decision?					QUESTION 2: What is your DESIRED EXTENT of participation in making this decision?				
		Responses					Responses				
	DECISIONAL ISSUES		No Involvement	Little Involvement	Some Involvement	Great Involvement		No Involvement	Little Involvement	Some Involvement	Great Involvement
01	Specifying the learning objectives for each unit of instruction.	01	1	2	3	4	01	1	2	3	4
02	Determining the administrative and organizational structure of your school.	02	1	2	3	4	02	1	2	3	4
03	Developing procedures for reporting student progress to parents.	03	1	2	3	4	03	1	2	3	4
04	Developing procedures for assessing student achievement in your subjects or courses.	04	1	2	3	4	04	1	2	3	4
05	Establishing disciplinary policies in your school.	05	1	2	3	4	05	1	2	3	4
06	Developing inservice programs for teachers in your school.	06	1	2	3	4	06	1	2	3	4
07	Assigning students to instructional groups within your team or department.	07	1	2	3	4	07	1	2	3	4
08	Planning the student advisory program in your school.	08	1	2	3	4	08	1	2	3	4
09	Preparing the budget for your subject department or instructional team.	09	1	2	3	4	09	1	2	3	4
10	Resolving problems or issues in school-community relations.	10	1	2	3	4	10	1	2	3	4
11	Setting and revising the goals of your school.	11	1	2	3	4	11	1	2	3	4
12	Determining the procedures to be used for the evaluation of teachers.	12	1	2	3	4	12	1	2	3	4
13	Planning student record-keeping procedures and practices.	13	1	2	3	4	13	1	2	3	4
14	Selecting textbooks and other instructional materials.	14	1	2	3	4	14	1	2	3	4
15	Allocating materials and equipment to subject departments or teams.	15	1	2	3	4	15	1	2	3	4
16	Determining grading procedures for evaluating the progress of your students.	16	1	2	3	4	16	1	2	3	4
17	Selecting department chairpersons or team leaders.	17	1	2	3	4	17	1	2	3	4
18	Developing procedures for involving parents in planning the student's learning program.	18	1	2	3	4	18	1	2	3	4
19	Evaluating how well your subject department or team is operating.	19	1	2	3	4	19	1	2	3	4
20	Hiring a new faculty member to teach in your subject department or instructional team.	20	1	2	3	4	20	1	2	3	4

PART I. DECISION INVOLVEMENT ANALYSIS

DIRECTIONS: Please mark the appropriate response for each of the two questions below for each of the 20 decisional issues.

DECISIONAL ISSUES	QUESTION 3: To what degree are you interested in this decision? Responses					QUESTION 4: To what degree do you possess expertise regarding this decision? Responses				
		No Interest	Little Interest	Some Interest	Great Interest		No Expertise	Little Expertise	Some Expertise	Great Expertise
01 Specifying the learning objectives for each unit of instruction.	01	1	2	3	4	01	1	2	3	4
02 Determining the administrative and organizational structure of your school.	02	1	2	3	4	02	1	2	3	4
03 Developing procedures for reporting student progress to parents.	03	1	2	3	4	03	1	2	3	4
04 Developing procedures for assessing student achievement in your subjects or courses.	04	1	2	3	4	04	1	2	3	4
05 Establishing disciplinary policies in your school.	05	1	2	3	4	05	1	2	3	4
06 Developing inservice programs for teachers in your school.	06	1	2	3	4	06	1	2	3	4
07 Assigning students to instructional groups within your team or department.	07	1	2	3	4	07	1	2	3	4
08 Planning the student advisory program in your school.	08	1	2	3	4	08	1	2	3	4
09 Preparing the budget for your subject department or instructional team.	09	1	2	3	4	09	1	2	3	4
10 Resolving problems or issues in school-community relations.	10	1	2	3	4	10	1	2	3	4
11 Setting and revising the goals of your school.	11	1	2	3	4	11	1	2	3	4
12 Determining the procedures to be used for the evaluation of teachers.	12	1	2	3	4	12	1	2	3	4
13 Planning student record-keeping procedures and practices.	13	1	2	3	4	13	1	2	3	4
14 Selecting textbooks and other instructional materials.	14	1	2	3	4	14	1	2	3	4
15 Allocating materials and equipment to subject departments or teams.	15	1	2	3	4	15	1	2	3	4
16 Determining grading procedures for evaluating the progress of your students.	16	1	2	3	4	16	1	2	3	4
17 Selecting department chairpersons or team leaders	17	1	2	3	4	17	1	2	3	4
18 Developing procedures for involving parents in planning the student's learning program.	18	1	2	3	4	18	1	2	3	4
19 Evaluating how well your subject department or team is operating.	19	1	2	3	4	19	1	2	3	4
20 Hiring a new faculty member to teach in your subject department or instructional team.	20	1	2	3	4	20	1	2	3	4

PART II. PRINCIPAL LEADERSHIP ASSESSMENT*

DIRECTIONS: Indicate your feelings concerning the leadership of the principal of your school. For each item please answer by circling the number in the column most accurately describing your feelings.

		No Extent	Little Extent	Some Extent	Great Extent
01	To what extent is your principal friendly and easy to approach?	1	2	3	4
02	When you talk with your principal to what extent does he/she pay attention to what you're saying?	1	2	3	4
03	To what extent is your principal willing to listen to your problems?	1	2	3	4
04	To what extent does your principal encourage people to give their best effort?	1	2	3	4
05	To what extent does your principal maintain high standards of performance?	1	2	3	4
06	To what extent does your principal show you how to improve your performance?	1	2	3	4
07	To what extent does your principal provide the help you need so that you can schedule work ahead of time?	1	2	3	4
08	To what extent does your principal offer new ideas for solving job related problems?	1	2	3	4
09	To what extent does your principal encourage the persons who work for him/her to work as a team?	1	2	3	4
10	To what extent does your principal encourage people who work for him/her to exchange opinions and ideas?	1	2	3	4

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*Adapted with permission from:
Bowers, D. G., & Seashore, S. E. Predicting organizational effectiveness with a four-factor theory of leadership. Administrative Science Quarterly, 1966, 11(2), 238-263.

PART III. JOB SATISFACTION SURVEY

DIRECTIONS: Please answer the following questions regarding your satisfaction with your teaching position by marking the most appropriate response to each question.

		Responses			
	How satisfied are you with:	Very Dissatisfied	Dissatisfied	Satisfied	Very Satisfied
01	the amount of work done by other teachers in your school?	1	2	3	4
02	the number of students for whom you are responsible?	1	2	3	4
03	your opportunities for growth in your profession?	1	2	3	4
04	the amount of money you make?	1	2	3	4
05	the opportunities provided to discuss problems with building administrators?	1	2	3	4
06	the trust you have in your building administrators?	1	2	3	4
07	the general reputation of your school?	1	2	3	4
08	the quality of work of other teachers in your school?	1	2	3	4
09	the understanding of your school's program by parents and the community?	1	2	3	4
10	your future in your school district?	1	2	3	4
11	the extent to which you are able to meet your students' affective needs?	1	2	3	4
12	the extent to which the community recognizes and appreciates its educators?	1	2	3	4
13	the quality of your interactions with your students?	1	2	3	4
14	the opportunities that you have to develop your areas of special interest?	1	2	3	4
15	the physical facilities of your school?	1	2	3	4
16	the professional competence and leadership of your building administrators?	1	2	3	4
17	the number of courses for which you must prepare?	1	2	3	4
18	your awareness of what is "going on" in your school?	1	2	3	4
19	the salary schedule in your school district?	1	2	3	4
20	the arrangement of space and equipment in your school?	1	2	3	4
21	the extent to which you are able to meet your students' academic needs?	1	2	3	4
22	the availability of appropriate instructional materials and equipment?	1	2	3	4
23	the amount of work you are expected to do?	1	2	3	4
24	the fringe benefits in your school district?	1	2	3	4
25	the personal and social relationships you have with other teachers?	1	2	3	4
26	the community's involvement in your school's program?	1	2	3	4
27	the goals and objectives emphasized by your school?	1	2	3	4

PART IV. PERSONAL DATA

DIRECTIONS: Please answer the following QUESTIONS about yourself in relation to your teaching position by circling (or inserting) the appropriate answer.

01 What is your age?

__________ years

02 What is your sex?

01 Male 02 Female

03 How many years have you been teaching?

__________ years

04 How many years have you been teaching at your present school?

__________ years

05 Are you a departmental chairperson?

01 Yes 02 No

06 Are you a team or unit leader?

01 Yes 02 No

07 What grade(s) do you currently teach?

6 7 8 9 10 11 12

08 What is the main subject that you teach? (Circle only one response)

01 Business Educ.
02 English/Lang. Arts
03 Art
04 Foreign Lang.
05 Home Economics
06 Indus. Arts/Agri.
07 Phy. Ed.
08 Math.
09 Music
10 Science
11 Soc. Studies
12 Spec. Ed.
13 Other __________________________

09 What is your highest educational qualification?
(Circle only one response)

01 Teachers' Certificate
02 Bachelor's Degree
03 Master's Degree
04 Specialist Degree
05 Doctoral Degree

10 Which grade range best describes your certification?

01 K-3
02 4-8
03 K-6
04 K-8
05 7-12
06 7-9
07 9-12
08 K-12
09 Other __________________________

11 Which best describes your teaching assignment?

01 Interdisciplinary team or unit
02 Departmentalized by subject matter
03 Other __________________________

12 Monthly, how often do you attend team or department meetings, and ordinarily how long do they last?

__________ a month for approximately _______ minutes

13 When you participate in making decisions that affect the entire school you participate, most often, because:

01 You choose to be involved
02 You were elected by colleagues
03 You were selected by the principal
04 Other __________________________

14 When you participate in making decisions that affect the entire school, to what extent do you feel your participation is influential?

01 No influence
02 Little influence
03 Some influence
04 Great influence

15 When you participate in making decisions that affect your team or department, to what extent do you feel your participation is influential?

01 No influence
02 Little influence
03 Some influence
04 Great influence

APPENDIX C

INITIAL INTERVIEW SCHEDULE

INTERVIEW SCHEDULE

- I. Study and Access Information
  - A. Identification of the researchers
    - 1. Who we are
    - 2. Affiliation with the Wisconsin Research and Development Center and relationship to the specific school
  - B. Relationship of the respondent to the study
    - 1. Why you were selected
    - 2. Anonymity of responses
    - 3. How responses will be used
    - 4. Human subject release
  - C. Purpose of the study
    - 1. General purpose of the study: relationship to other educational research and to the specific school
    - 2. Specific purpose of the study: examination of the decision making and leadership at managerial and instructional levels in the specific schools
- II. Biographical Data
  - A. Educational history of the respondent
  - B. Community/work history of the respondent
  - C. Specific history of the respondent at the school
  - D. Compare and contrast previous history with current experience
- III. Central Open-ended Questions
  - A. Have you any questions about the outcomes of the Decision Involvement Analysis questionnaire?
  - B. How do you think that the decisions are made in your school?

C. Describe your own role in the decision-making process.

D. Who assumes the role of leader in decision making?

E. What actions by that person help or hinder the process?

F. What is your leadership role in the school?

IV. Focused Questions

A. Identifying the nature of the problem

1. What decisional issues are appropriate for consideration at institutional, schoolwide, and instructional levels?

2. By what means are decisional issues included on the agendas of decision-making groups?

3. Who allocates decisional issues to each individual or group?

B. Clarifying and defining the problem

1. What techniques are used to define issues?

2. Who is responsible for ensuring that issues are defined effectively?

C. Formulating and weighing alternatives

1. How are the interests of the staff utilized?

2. How is staff expertise utilized?

3. To what extent is the desire of staff for greater involvement in schoolwide decision making able to be satisfied by utilizing their interest and expertise in formulating and weighing alternatives?

4. What strategies are used successfully by schoolwide decision-making bodies to formulate and weigh alternatives?

D. Making the decision choice

1. What is the effect of continuous membership, sex of members, representation of unit leaders, size of the

group, length of service, and political influence on the decision-making process of the schoolwide decision-making body?

2. What external factors influence the decision-making process of the schoolwide decision-making body?

3. What method of decision making is employed?

4. Which decisional issues require considerable time to resolve?

E. Implementing the decision solution

   1. How are decisions of the schoolwide decision-making body communicated within the school?

   2. What makes such communication effective?

   3. What strategies are used to achieve commitment to the decisions made?

   4. What other actions follow decisions of the schoolwide decision-making body?

   5. Are any barriers to prompt implementation of the solution discernable?

F. Evaluating the effectiveness of the decision

   1. Which formal or informal procedures are used to evaluate outcomes of decisions of the schoolwide decision-making body?

V. Referrals

   A. Who are some other knowledgeable and informed persons who would be willing to assist in this study, and perhaps be interviewed?

   B. Would you be willing to serve as a reference for me to that person by either writing, calling, or allowing me to use your name as introduction?

   C. Call back access--May we call back to check for clarification or further data if necessary?

APPENDIX D

INFORMED CONSENT FORM

Research Study

STUDIES OF ADMINISTRATION AND ORGANIZATION FOR INSTRUCTION: ORGANIZATION OF THE SCHOOL FOR INDIVIDUALIZED INSTRUCTION

Informed Consent Form

The research study in which you are participating is designed to describe and explain the decision-making process and leadership behavior in secondary schools that individualize instruction. The purpose of the study is to utilize research to derive findings which will extend decision theory and leadership theory. Implications for practice in the operation of decision-making bodies will also be derived. In conducting the study, the researchers will interview selected individuals, observe school activities, and analyze pertinent school documents.

The anonymity of all participants is guaranteed and no individual, school, or school district will be identified in any reports of the research. It is expected that the results of this research will have both theoretical and practical value to the field of education and to the public at large.

The University of Wisconsin-Madison has formally assured the United States Department of Health, Education, and Welfare (DHEW) that it will assure the protection of any human being exposed to risk in any project or program that DHEW or any of its agencies has been requested to support. A copy of this assurance will be made available to you upon request.

There are no known discomforts or risks associated with any of the procedures in which you will participate and such procedures are in conformity with accepted professional practice.

Any questions you may have concerning the procedures to be utilized in this study will be answered. You are free to withdraw your consent and to discontinue participation in this study at any time.

Please sign below to indicate your consent to participate in the study.

Name	Date

APPENDIX E

STUDY SUMMARY SENT TO SCHOOLS

**WISCONSIN RESEARCH AND DEVELOPMENT CENTER
FOR INDIVIDUALIZED SCHOOLING**

UNIVERSITY OF WISCONSIN · MADISON · SCHOOL OF EDUCATION
1025 W Johnson Street · Madison, Wisconsin 53706 · (608) 263-4200

STUDIES OF DECISION MAKING AND LEADERSHIP AT SCHOOLWIDE AND INSTRUCTIONAL LEVELS IN SECONDARY SCHOOLS THAT INDIVIDUALIZE INSTRUCTION

The need exists to describe and explain the decision-making process and leadership behavior in secondary schools that individualize instruction. As a follow-up to the Decision Involvement Analysis data collected in your school during the fall of 1979, Jeff Dunstan and Robb Rankin will conduct field studies in four schools between February and May, 1980, to interpret and extend the research findings. As you know, your school has been selected to participate in these studies.

The researchers will need your cooperation in carrying out the research. While at your school, they will spend time observing unit and department meetings and schoolwide decision-making groups. This will involve only observation, not participation or evaluation. Interviews will be arranged with individual staff members at their convenience to determine their involvement in the decision-making process. Agenda and minutes of meetings and other pertinent documents also will be examined.

The study is not evaluative, but is descriptive of the decision-making process and leadership behavior in order to expand existing theory and improve practice in these areas. All data collected through meetings, interviews, and document analysis will be treated confidentially. No individual, department, unit, or school will be identified during the study or in the final report. The researchers will not disrupt school operations in any way, and they will cooperate fully with all school personnel.

APPENDIX F

LETTER OF APPRECIATION TO STAFF IN THE SELECTED SCHOOLS

WISCONSIN RESEARCH AND DEVELOPMENT CENTER FOR INDIVIDUALIZED SCHOOLING
UNIVERSITY OF WISCONSIN · MADISON · SCHOOL OF EDUCATION
1025 W Johnson Street · Madison, Wisconsin 53706 · (608) 263-4200

June 2, 1980

Dear Colleague:

Last Friday we concluded our visits to the schools with which we have been working. Thank you sincerely for your willing cooperation with us during our two visits. They were worthwhile experiences indeed, due largely to the time allowed us so readily by school staff. Your professional support and personal friendship are greatly appreciated. We were glad to be able to interview a large number of teachers at your school during the project, but we are conscious that not all staff could be included because of the limited time available to us and the nature of the study design. However, the opportunity for you to participate in the Decision Involvement Analysis questionnaire to be administered again in October-November this year will ensure continuing input from all teachers. Some teachers have expressed an interest in outcomes of the questionnaire administered in October-November 1979. A copy is attached for you.

It is intended that the findings of the studies will be made available to your school when they are published as Technical Reports in the spring of 1981. These findings will include decision making and leadership factors at schoolwide and departmental levels in secondary schools.

It has been a pleasure to work with you in your school. Thanks again for your kind assistance.

Cordially yours,

Robb Rankin
Project Assistant

Jeff Dunstan
Project Assistant

Enclosures

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